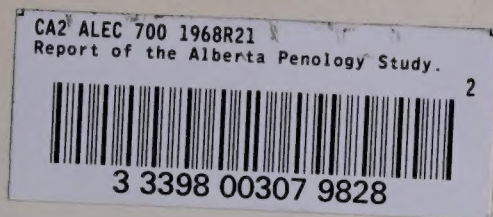
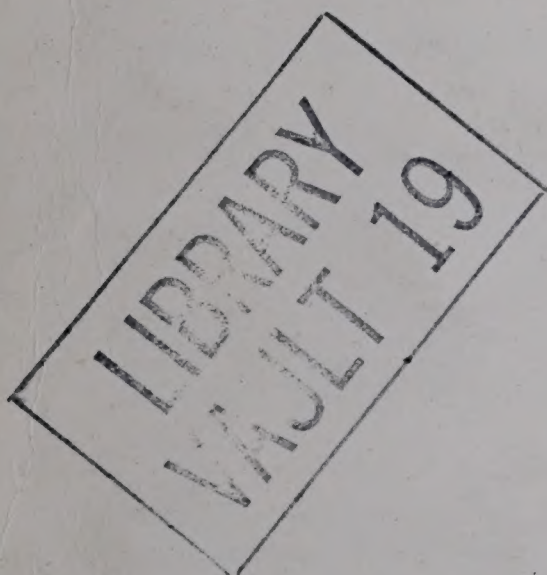


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REPORT
of the
ALBERTA PENOLOGY STUDY



by
W. T. McGrath
Executive Secretary
Canadian Corrections Association

November 10, 1968

Dr. W. R. N. Blair
Department of Psychology
University of Calgary
Director, Mental Health Study

Kenneth L. Crockett, Q.C.
Solicitor

Dr. L. W. Downey
Director
Human Resources Research Council

S. A. Friedman
Assistant Deputy Attorney General

J. F. Hunt
Director of Design and Construction
Department of Public Works

M. F. Joonson
Public Administration Consultant

M. Z. Kubrak
Principal Architect
Department of Public Works

Members

of the

Penology Study
Consultative Group

J. D. Lee
Correctional Services Director
Department of the Attorney General

G. L. McPherson
Superintendent of Juvenile Offenders
and Probation Branch
Department of the Attorney General

Dr. Jean C. Nelson, Physician
Member
Former Alberta Royal Commission
on Juvenile Delinquency

F. C. Oswin
Correctional Institutions Superintendent
Department of the Attorney General

Bruce Rawson
Director of Child Welfare
Department of Public Welfare

Erick Schmidt
Special Consultant
Executive Council
Province of Alberta

REPORT

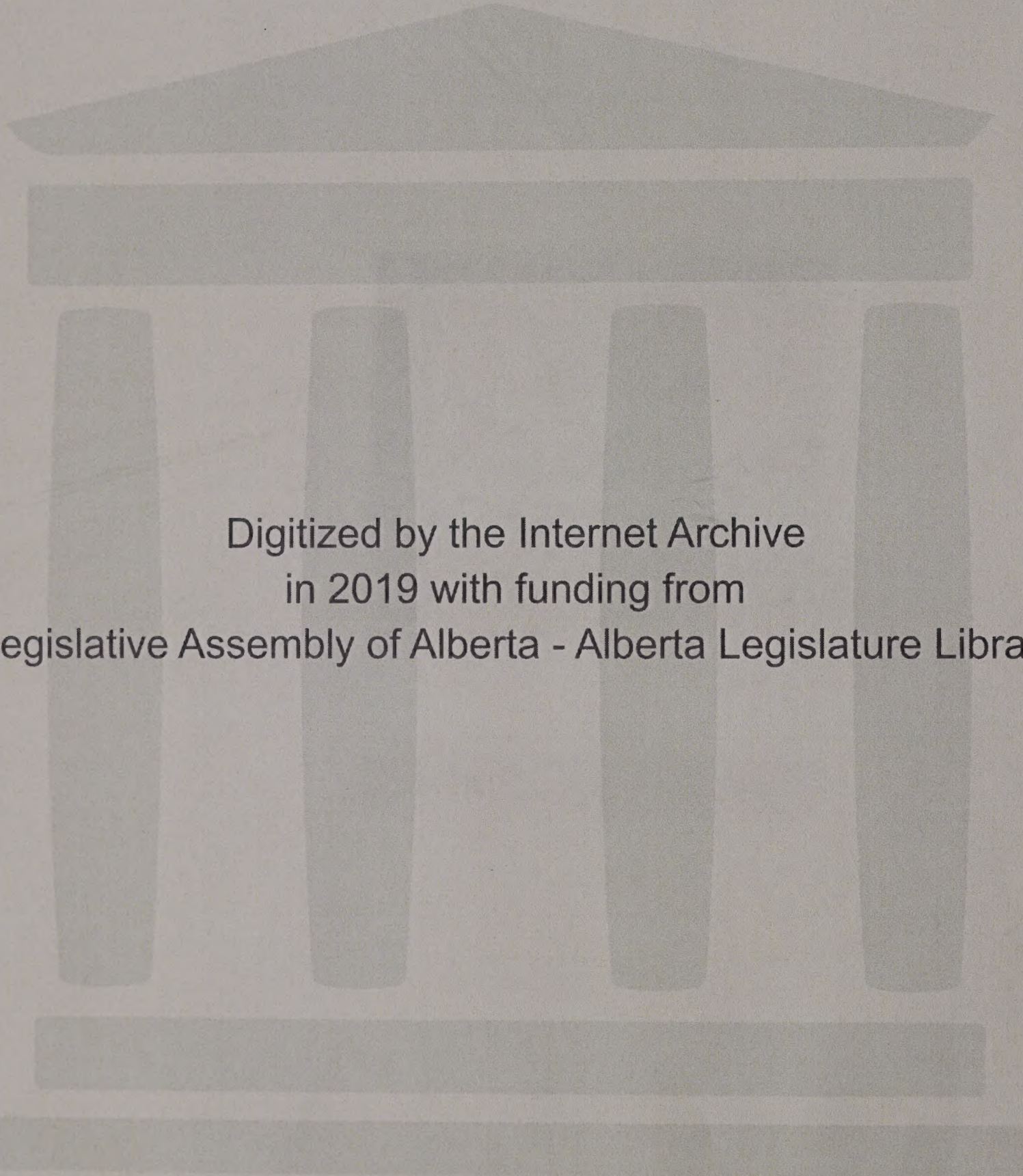
ALBERTA PENOLOGY STUDY

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Canadian Corrections Association

November 10, 1968

A Study commissioned by the
Executive Council
Province of Alberta



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1. BACKGROUND OF THE STUDY

This study originated in the

White Paper on Human Resource Development released by the
Honourable E. C. Manning, Premier of Alberta, in March 1967.

The nature and goal of the study is set out on page 57 of
the White Paper:

With regard to certain special aspects of human
resource development, the Government is parti-
cularly concerned about programs and facilities
in two major fields of human care and rehabilitation.
These are:

- (a) Programs and facilities for the
treatment and rehabilitation of
the mentally ill.
- (b) Programs and institutions for the
custody and rehabilitation of
criminals.

During the ensuing year, the Government of Alberta
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- (a) Programs and facilities for the treatment and rehabilitation of the mentally ill.
- (b) Programs and institutions for the custody and rehabilitation of criminals.

During the ensuing year, the Government of Alberta will initiate two comprehensive studies designed to achieve a standard of excellence in the fields of mental health and penology.

It is an advantage for the studies of mental health facilities and correctional facilities to have been undertaken simultaneously because of the wide overlap between the two fields. The development of services for people with an alcohol problem, the operation of forensic clinics and the care of criminals found to be insane exemplify this kind of overlapping.

Late in 1967, the Canadian Corrections Association was asked to release its Executive Secretary for a period of some months to undertake the Penology Study. The Association was pleased to be of service to Alberta and readily agreed.

Planning for the study began in early 1968. On May 21, 1968, an Order in Council (973/68) was passed, effective April 1, 1968, authorizing the study. A budget of \$40,000 was provided.

A Penology Study Consultative Group was established and kept in close touch with all aspects of the study. Its members are listed on the inside of the front cover.

Mr. Paul Jenson, an economist, and Mr. Russell Banta, a student in the Department of Sociology, University of Alberta, were employed during the

summer. Mr. Jenson prepared estimates of the financial implications of some of the recommendations. Mr. Banta worked on various aspects of the study, including the statistical analyses.

Individual and group discussions were held widely with members of the Corrections Branch. Most of the recommendations in this report reflect their consensus. The Department of the Attorney General also provided advice on legal matters.

In accordance with the principles of the White Paper on Human Resources Development, a systems approach was taken in this study. This led to discussions with several Government Departments and services to tap their resources that could be utilized in planning and operating the correctional services. These discussions involved the Departments of Education, Health, Lands and Forests, Welfare, and Youth, as well as the Personnel Administration Office and the Data Centre.

Discussions were also held with many other individuals and members of organizations, including the Bench (both adult and juvenile), the police, city departments of public welfare, community planning councils, private after-care agencies, organizations

representing the Indian people of Alberta, the Civil Service Association of Alberta, federal correctional agencies, universities and colleges.

Although time did not permit public hearings, written briefs were solicited from any organization or individual in the Province interested in submitting relevant information or ideas. Twenty-two briefs or submissions were received.

Mr. Leo Hackl, Deputy Minister of Correctional Services of Ontario, visited Alberta on invitation as an expert consultant to the study. In addition, architects from the Alberta Department of Public Works and officials from the Corrections Branch toured correctional institutions in Ontario.

Prevention as such was not part of the study, although it should be kept in mind that efficient law enforcement is in itself an excellent form of prevention. So is rehabilitation of the individual offender since it precludes a continuing criminal career. A rehabilitated individual will also be a better parent whose children are less likely to become delinquent.

There is considerable difficulty arising from the unsettled state of much of the federal

legislation that controls the operation of the provincial correctional services. This uncertainty ranges from the age to be used in separating juveniles from adults to whether the province or the federal government will be responsible for certain types of offenders. These difficulties are set out at appropriate places in the report.

2. CORRECTIONAL PRINCIPLES AND PURPOSES

The individuals who become involved in crime constitute a serious waste of human resources. Not only is crime a non-productive way of life, but when the criminal is charged and convicted, he may be sentenced to prison and be incapacitated for a lengthy period of time. After discharge from prison, he may find his criminal record an obstacle to legitimate employment and the waste of his potential is confirmed. The married criminal's family may be handicapped by his activities to the extent that they also find they are inadequate to the demands of normal living.

It is both humanitarian and practical to take the opportunity presented while the offender is under sentence to prepare him for return to the community as a contributing member of society. This includes specific steps to help him overcome the handicap stemming from his criminal record.

This principle is recognized in the following quotations from the White Paper on Human Resources Development:

The Government of Alberta has committed itself to the provision of services which will foster the maximum development of each individual's potential....(page 83)

Certain individuals, due to unfortunate experiences and influences resulting from unwholesome family or community life, and deviant and delinquent associations, develop serious deficiencies in values and aspirations. To help such individuals discover their potential and regain a sense of values, and to encourage them to act responsibly and utilize available opportunities for self-improvement, the Government will continually strive to improve its programs for the value reform and character development of delinquent individuals. For example:

- The services of the Provincial Guidance Clinics will be extended.
- A new Forensic Clinic is being established.
- The services of Family Courts will be made available in more communities.
- Probation services for both juvenile and adult offenders will be extended.
- Counselling and chaplain services will be increased in jails and correctional institutions.

The Government will remain vigilant in upholding the rule of law to protect the rights and liberties of all citizens without regard to race, creed or social status. The Government also will strive constantly to improve its penal programs to provide maximum opportunities for reorientation and rehabilitation during custody and after release. (pages 84 and 85)

In addition to this loss of human resources, the Province bears the heavy financial burden of caring for offenders. It cost an average of \$3,276.70 to keep each inmate in a provincial prison last year. This works out to \$8.98 per day. There are also the police costs and the costs of the trial. If the offender is married, his dependents may require public assistance during his imprisonment.

If the correctional services are to rehabilitate, they must operate as an inter-related sequence guided by common principles and policies. The services can be fragmented administratively but the individual offender cannot. If there is to be rehabilitation, there must be continuity of program throughout an offender's correctional career.

Correctional services must also be seen as an integral part of the total system of justice, along with law enforcement and judicial services. These three fields aim at protecting the public from criminal activity. For one of them to be successful, they must all be successful.

However, this study is confined to the corrections field more narrowly defined and does not include the police or the courts. It is impossible to avoid

all reference to the police and courts where the relevance is most obvious but it is kept to a minimum.

The aims of the corrections services are two-fold:

1. To carry out the sentence of the court.
2. To take whatever course of action, consistent with the sentence of the court and the discretion allowed by law, is best calculated to return the individual offender to the community as a contributing member. Two principles should be accepted as guides in fulfilling these aims:
 - (a) Unless there are strong reasons to the contrary, the correction of the offender should be attempted in the community. Leaving the offender in the community helps him to feel he is still a member of society. Family, community and employment relationships and responsibilities can be maintained. Community resources can be utilized in his rehabilitation. Exposure to the abnormal value system that may exist in the prison is avoided. So is the stigma of a prison record. A considerable amount of public money is saved: it cost \$3,276.70 to keep an offender in a provincial prison last year; it cost about \$700 to keep him on probation for a year. Reducing the growth of the prison population through the use of probation may save further money in later years by removing the need to build more prisons.
 - (b) Prison facilities are required where the safety and security of the community are threatened by the presence of the offender. They are also required to enforce the demands of

such community rehabilitation services as probation and parole.

The staff are the most important factor in any correctional system. New buildings and program will accomplish little unless they are competently staffed. On the other hand, competent staff will operate effectively even in outmoded facilities. Carefully selected and well-trained career staff are the first priority in corrections.

A team approach involving staff from many disciplines is essential in a rehabilitation program. All staff must have an opportunity to participate in planning and implementing the rehabilitation program. This is particularly pertinent in correctional institutions. The supervisor or correctional officer, whatever his title, is the person with whom many inmates spend most of the working day. These inmates may see the professional therapist for an hour at a time at quite long intervals. It follows that the supervisor or correctional officer is often the most important staff member in carrying out the rehabilitation aims of the institution.

Perhaps most important, the inmate should participate in the development and implementation of his rehabilitation plan. He must learn to take

responsibility for his own decisions before he can resume his place in society. Practice in self-determination should begin as early in his correctional career as possible.

It is when the offender himself and all staff who come in contact with him accept the possibility of rehabilitation and work together toward that goal in a situation where the authority pyramid is flattened that successful rehabilitation occurs. This is the essence of the "therapeutic community".

The public should also be involved in corrections. The days of correctional services, particularly prisons, operating as closed shops are over. The taxpayers support these services. They wield the final political authority that determines correctional policies. They can perform some aspects of rehabilitation better than the professionals. Re-assimilating the offender into the community is the last requirement of rehabilitation. Without that step, all that has gone before is lost. Only the community can take that step. The professional can help the process, but he can never substitute for the community.

The participation of the ex-offender in corrections is growing in many countries, patterned on techniques developed by Alcoholics Anonymous.

The ex-offender has special understanding of the offender's problems. He may be more readily accepted by the offender. Also, his participation in the rehabilitation of the offender may be the final step in his own rehabilitation.

B. SERVICES FOR JUVENILES

3. AGE DEFINITION OF JUVENILE DELINQUENT

One of the great difficulties in planning a correctional program for juvenile delinquents is determining the ages to be used in defining the term. At present, a child of 7 may be declared delinquent. The Discussion Draft of the Childrens and Young Person's Act (which, if passed by Parliament, will replace the Juvenile Delinquents Act) proposes to raise this minimum age to 10 or 12. Judging from press and other statements, the age of 12 seems to be preferred. This report is based on the assumption that the age of 12 will be adopted.

The Juvenile Delinquents Act permits each province to set the age that separates juvenile delinquents from adult offenders anywhere between 16 and 18. The age selected by the provinces varies. In Alberta, it is 16 for boys and 18 for girls. The Discussion Draft of the Childrens and Young Person's Act proposes setting the

age uniformly across Canada for both sexes at 17. This report assumes that the age of 17 will be adopted.

These changes will have considerable effect on provincial correctional services. For instance, 242 16-year-old boys were sentenced to adult institutions last year. They would be defined as juveniles in the future, although the court might transfer some charged with more serious offences to the adult court. There were fifteen 17-year-old girls sent to training school last year; they would be defined as adults in the future.

If an age definition of juvenile delinquent other than 12 to 17 is adopted, the recommendations in this report will have to be adapted accordingly.

4. NATURE AND EXTENT OF JUVENILE DELINQUENCY IN ALBERTA

It is impossible to get a complete count of juveniles who break the provisions of the Juvenile Delinquents Act. Many are never identified. Many more are dealt with through channels other than the juvenile court. Estimates of the full extent of juvenile delinquency, examinations of trends, and inter-jurisdictional comparisons based on present available figures are, therefore, apt to be erroneous and even dangerous.

The decision was regretfully taken to omit available statistics on the nature and extent of juvenile delinquency in Alberta from this report because they would be misleading.

This points up the need for more adequate correctional statistics in Alberta. A

beginning has already been made by the Department of the Attorney General in cooperation with the Criminal Statistics Section of the Dominion Bureau of Statistics.

5. JUVENILE PROBATION SERVICES

Juvenile probation services are provided by the Provincial Probation Service in all parts of the Province except in Edmonton and Calgary where they are provided by the City.

Table 1

Juveniles on Probation in Alberta

Date	Provincial Probation Service	City of Edmonton	City of Calgary	
March 31, 1967	262	329	138	729
December 31, 1967				
June 1, 1968				
TOTAL				

Source: Information supplied by the Superintendent of the Juvenile Offenders and Probation Branch; Superintendent, Social Services Department, City of Edmonton; and the Superintendent, Social Service Department, City of Calgary.

These figures refer only to those officially on probation. They are not strictly comparable because of differing practices in seeking alternatives to court appearance for some juveniles involved in minor offences.

There has been considerable debate recently about whether the two Cities should continue to provide these services, or whether the Province should take them over. A third possibility is that the Province assume basic responsibility but purchase service from the two Cities.

A number of issues arise from this situation. In the two Cities, probation services are part of the general child welfare services, while the Provincial probation services come within the Department of the Attorney General. The two Cities pay for these services within their own boundaries while the Province pays the cost in other areas. There is also the desired goal of uniformity of quality of service throughout the Province.

On the other hand, there is no special virtue in a monolithic administrative structure. Varying administrative patterns allow experimentation and recognize local peculiarities. Also, the demands on developing correctional services in the next few years will

be such that the combined resources of all facilities will be required.

Whether the two Cities retain these services, or the Province assumes responsibility and purchases service from the Cities, or whether the Province takes over and operates these services, is part of a broader question related to provincial-municipal division of responsibility for welfare services generally. The Department of Welfare is taking over certain services related to neglected children, leaving the two Cities to carry on preventive services, with Provincial assistance. The decision regarding juvenile probation services should become part of this broader consideration.

In any case, this does not seem to be an urgent issue. The present arrangement is working well. There are other questions related to the care of juvenile delinquents that are urgent and they should get priority. The question of responsibility for juvenile probation can safely be left until these more urgent matters are settled.

The fact that a probation service is dependent on the quality of staff should be stressed. Staff should be carefully selected and given

intensive training. Grades of probation officers should be established and training programs introduced that will qualify a probation officer to move upward from one grade to another. Promotion to a higher grade should mean an increased salary. Caseloads should be small.

Staff development is discussed more fully in a later section of this report.

Indian probation officers should be recruited to supervise Indian juveniles on probation.

6. JUVENILE DETENTION FACILITIES

Separate detention facilities for juveniles exist only in Edmonton and Calgary, although juveniles from other communities are sometimes accepted into the detention centres in these two Cities.

The need for detention facilities in other regions of the Province has been strongly supported by the police, juvenile court judges and juvenile probation officers. It has been suggested that the juvenile court in less populous areas is sometimes compelled to commit a juvenile to training school because no facility is available to permit proper assessment or to get a juvenile out of a bad home or community situation quickly.

This problem will increase greatly when the age used in defining juvenile is raised to 17 for boys. Not only will the number held in detention

increase sharply (for instance, 268 16-year-old boys were arrested by the Calgary police last year) but this older age group will present special segregation problems. The detention facilities in Edmonton and Calgary will be unable to meet their own requirements and will be forced to cancel any service to surrounding municipalities.

This need is urgent and extends throughout the Province. It, therefore, seems reasonable for the Province to assume responsibility for detention facilities for juveniles just as it does for detention facilities for adults. This would permit the siting of facilities without regard to municipal boundaries.

It is recommended:

That the Province assume responsibility
for juvenile detention facilities.

Whether the Province assumes responsibility for the detention facilities now operated by the Cities of Edmonton and Calgary is related to whether the Province assumes responsibility for juvenile probation in the two Cities. Detention facilities are closely related in function to probation. If the Cities retain responsibility for juvenile probation, they should also retain responsibility for juvenile detention facilities.

Separate institutions to serve as detention centres may not be needed in all parts of the Province. The Department of Welfare is considering institutional facilities in various parts of the Province to meet the needs of neglected children, and perhaps the one institution could serve both functions. In some areas specially selected foster homes might be used. The detention centres in Edmonton and Calgary might be expanded to serve the surrounding municipalities. If this proves feasible, the Province should consider a capital grant to the two Cities to help meet the cost of expanding the facilities to serve these other municipalities and a per diem grant to meet the cost of caring for juveniles from outside the Cities.

A detailed examination of caseloads of juvenile courts throughout the Province, with the added load when the juvenile age is raised to 17 taken into consideration, is required to determine the need for such facilities and where they should be located. Time did not permit such an examination as part of this study.

It is recommended:

That an examination be made of the need
for additional juvenile detention facilities
throughout the Province.

7. TRAINING SCHOOLS

The term "training school" as used in this report refers to institutions to which juveniles may be committed by the juvenile court after a finding of delinquency.

There are two training schools in Alberta. The Alberta Institution for Girls is located near Edmonton. The Male Juvenile Institution at Bowden forms part of an institution that also serves young adult offenders. The two groups have separate living quarters but share common vocational training and recreational facilities.

As set out earlier in this report, it is assumed that the age limits of juvenile delinquents in Alberta will be from 12 to 17. The juvenile who is nearing his 17th birthday on committal to training school should be held for whatever period is needed for his

readjustment before he is discharged. This means training schools should be prepared to care for juveniles from 12 to 18 or even 19.

Table 2

Population Movement In and Out of
Alberta Training Schools, 1962-1967

	In Custody March 31 1962	Movement in	Movement out	In Custody March 31 1963
Bowden Institution for Boys	69	106	105	70
Alberta Institution for Girls	53	126	126	53
	In Custody March 31 1963	Movement in	Movement out	In Custody March 31 1964
Bowden Institution for Boys	70	130	136	64
Alberta Institution for Girls	53	215	183	85
	In Custody March 31 1964	Movement in	Movement out	In Custody March 31 1965
Bowden Institution for Boys	64	118	115	67
Alberta Institution for Girls	85	161	175	71
	In Custody March 31 1965	Movement in	Movement out	In Custody March 31 1966
Bowden Institution for Boys	67	93	98	62
Alberta Institution for Girls	71	192	182	81
	In Custody March 31 1966	Movement in	Movement out	In Custody March 31 1967
Bowden Institution for Boys	62	113	121	54
Alberta Institution for Girls	81	236	249	68

Source: Dominion Bureau of Statistics.
Correctional Institution Statistics

Table 3

Juveniles Admitted to Training Schools in
Alberta by age, April 1, 1966, to March 31, 1967

Age	Bowden Institution for Boys	Alberta Institution for Girls	Total
11 years	1		1
12 years	4		4
13 years	12	5	17
14 years	32	13	45
15 years	52	12	64
16 years		12	12
17 years		15	15
Totals	101	57	158

Source: Annual Report of the Correctional Institutions
Superintendent.

It will be noted there were fifty-four boys and sixty-eight girls in training school as of March 31, 1967. This figure would have been higher had there not been overcrowding. Because of the overcrowding, the courts hesitated to make further committals. Juveniles were also released from the schools somewhat prematurely. If the age is set at 17, committals will increase, although it is difficult to determine to what extent. Considering all these factors, it is difficult to accurately predict the number of juveniles for whom training school facilities will be required.

However, it is obvious that the numbers will be too small to justify several institutions to permit segregation of different groups in different institutions.

Each training school must be planned to serve a wide range of juveniles.

Another important factor is the desirability of keeping these juveniles as near home as possible to facilitate visiting by parents and relatives. Again, numbers will not permit sufficient institutions to provide easy visiting from all parts of the Province.

The development of training school services for boys and girls in the same institution will help meet these problems. Such institutions provide as normal a setting as possible in which juveniles can learn to live in a normal community and, specifically, may enable the boys and girls to develop wholesome relations with each other, perhaps for the first time.

It is, therefore, proposed that a School be built at Edmonton and another at Calgary, each to serve eighty boys and girls, and each developed on a cottage plan to provide maximum segregation. If further accommodation is required in later years, a second School should be built in each of the two Cities, with the juveniles divided between the institutions on an age basis.

The unique problems associated with a training school serving both boys and girls should be recognized so two delinquent groups do not reinforce each

other's delinquency. The experience in other jurisdictions with such training schools and the experience in children's institutions other than training schools serving boys and girls should be studied. The change should also be made gradually. If facilities are available, an experiment with a small number of juveniles in a mixed training school could be carried out. When the two new training schools are ready, it might be best to fill them gradually with juveniles coming directly from the courts, rather than transfer the total population of the present institutions at one time.

Administrative
Jurisdiction

The provinces have adopted various solutions to the problem of whether training schools should be grouped administratively with adult correctional services within the Department of the Attorney General or with the general child welfare services.

The question of which children should be cared for in training school cannot be separated from the broader question of facilities for all children who need special care. Whether a particular child should go to training school or to some other facility is often a difficult decision. Training schools also tend to be used as emergency facilities for any child for whom proper facilities to meet his primary need are lacking. This is apt to be more prevalent

in rural areas where alternative facilities are scarce. As a result, most training schools contain children whose presence is difficult to justify. Mental defectives, for example, should be in an institution specializing in such cases. Emotionally disturbed children should be in special institutions. Pregnant girls should be in a maternity home.

If training schools were grouped administratively with general child welfare services, it might be easier to place a child with special requirements in an institution designed for that purpose. The experience of the child welfare services in operating children's institutions could also be used effectively. After-care services could be blended with the other services supervising children in their homes or in foster homes. The confusion caused when the Director of Child Welfare and the Superintendent of the Juvenile Offenders Branch each carry wardship over children would be avoided.

Considerable financial savings may also be possible in the future if these institutions were grouped with the general child welfare services because they may become eligible for inclusion under the Canada Assistance Plan. At this time no training school is eligible for this assistance no matter which Department is responsible, but if policy is changed, institutions grouped with the general

child welfare services may become eligible.

Last year it cost \$661,031.24 to operate the two Training Schools. If these Institutions come within the scope of the Canada Assistance Plan, the Province would recover one-half this operating cost and depreciation on the buildings.

However, transfer of jurisdiction over the training schools would not, of itself, guarantee a high level of operation. One danger of blending these services with the general child welfare services is that the more difficult delinquent juveniles might not get primary attention from the staff who have responsibility for non-delinquent children as well. If there is a shortage of foster homes, for instance, the juvenile coming out of training school might not get the priority he now gets within the Corrections Branch.

Another danger is that the training schools might be used for children who need security but who have not been declared delinquent by the courts. No matter which Department is responsible for training schools, no child should be admitted to them unless committed by the courts.

Program Successful programs in a training school depend on the proper atmosphere; one that is friendly and accepting, although not condoning, and where all members of the staff are convinced that success, measured in terms of rehabilitated juveniles, is possible and work together to that end.

Each training school should have a reception centre where the new juvenile spends the first few weeks after his arrival at the school. This centre should be staffed by clinical personnel who undertake a complete examination of the juvenile as a basis for planning his program in the school. Probably it would be best if this centre were located in the main building of the school rather than in a cottage, so that the move to a cottage would mark a beginning of a new period in the juvenile's program.

There are seven aspects to the training school program that should be formally structured. They are: Medical, Academic, Vocational, Recreational, Social, Spiritual, and Individual Therapy and Counselling.

Perhaps equally important are informal relationships that form between a juvenile and members of the staff. Different juveniles will relate to

different staff members, sometimes in unexpected combinations. The importance of this relationship should be recognized and the opportunities it offers to influence the juvenile's motivation and habit patterns should be fully exploited.

The formally-structured aspects of program should be developed within the following context:

MEDICAL. This service should extend well beyond the daily physical needs of the juveniles. The medical doctor should be one of the team that plans and executes the program for each juvenile since medical diagnosis helps to determine the program the juvenile can fit into. Medical observations of the juvenile's personality and behaviour can add to the staff's total knowledge of him. Remedial medicine, including surgery, can be used to correct deformities that affect the juvenile's behaviour. The same applies to glandular or neurological conditions that may aggravate the juvenile's difficulties. Plastic surgery is also useful in some situations.

If possible, it is better for a juvenile who needs hospitalization to be cared for in a regular community hospital rather than in the training school. However, particularly among younger children, the fear of once more being moved into unfamiliar surroundings may

indicate that hospitalization, particularly for short periods, is better provided within the training school.

Dental care should be provided within the school.

To be fully effective, the medical service in a training school should be associated with a broader medical service. The Department of Health should be asked to assume a major responsibility in this regard. The Department of Health should also be asked to advise the Corrections Branch and the Department of Public Works as new training school designs are developed.

It is recommended:

That the Department of Health be asked
to assume a major role in developing and
operating medical services within the
training schools and in serving as
consultant as new training schools are
being developed.

The Alberta Medical Association and the University Medical Schools would constitute further sources where consultation might be sought in the development of a correctional medical service.

ACADEMIC. Children who are below school-leaving age must, by law, attend school. This applies equally to those in training school. Obviously, it is an advantage for juveniles to get as much formal education as they can, apart from legal requirements.

However, there are special problems connected with operating an academic program in a training school. Most of these juveniles have had unhappy and frustrating experiences in the regular schools. Most of these are behind their age group in academic standing. Others are defective and lack the capacity for academic study. Others suffer from emotional disturbance that interferes with their academic progress.

Table 4

Educational Level of Juveniles Admitted
to Training Schools in Alberta
April 1, 1966, to March 31, 1967

Education	Bowden	Alberta Institution for Girls	Totals
None	-	-	-
Grade 1	1	-	1
Grade 2	-	-	-
Grade 3	1	-	1
Grade 4	4	3	7
Grade 5	10	9	19
Grade 6	27	9	36
Grade 7	24	12	36
Grade 8	27	15	42
Grade 9	7	4	11
Unknown	-	5	5
Totals	101	57	158

Source: Annual Report of the Correctional
Institutions Superintendent

A comparison of these educational levels with the ages of the juveniles given earlier will show the extent to which the training school populations are lagging in their academic endeavours.

The academic program in the training school must use an individual approach to each juvenile to stimulate his interest and find ways of helping him succeed in a learning situation so he will gain the confidence to participate in such a program. Individual teaching is needed in some cases; the techniques of

programmed learning should also be exploited. In other cases, small classes are the best approach, but different teaching techniques and teaching materials may be needed.

When the juvenile is ready, he should attend a community school outside the institution as a start towards returning to the community. There are difficulties in this. Most of these juveniles are behind their age group in academic standing. It is asking too much of a 15-year-old boy to attend a class made up of children three or four years his junior. However, both Edmonton and Calgary have schools for juveniles lagging in their academic work. Perhaps the juveniles from training schools who are behind could attend these schools.

The academic program in training school should be in the hands of outside school authorities to maintain standards and facilitate transfers to a normal community school at the appropriate time. It is suggested that the Edmonton and Calgary City School Boards be asked to consider taking over the operation of the academic program in the training schools.

The need for teachers with special competence in dealing with this kind of juvenile is obvious. However, Edmonton and Calgary have schools

for students with special problems so this kind of expertise has already been developed.

It is recommended:

That the Edmonton and Calgary School Boards be approached with a view to their taking over the operation of the academic program in the training schools.

Attention is called to the program developed at the Boscoville training school near Montreal. The use there of the academic program in therapy would bear examination.

The Corrections Branch and the Department of Public Works should seek advice from educational authorities as designs for new training schools are being developed, to ensure that facilities for the academic program are well planned.

It is recommended:

That the Department of Education be asked to provide a consultant service as designs for new training schools are being developed and that, if the Edmonton and Calgary School Boards agree to assume responsibility for

operating the academic program in the
training schools, they also be asked to
serve as consultants on building plans.

VOCATIONAL. The training schools should not attempt to operate sophisticated vocational or trade training programs. Instead, they should concentrate on motivating the juvenile towards vocational training if that is indicated, providing facilities to determine the juvenile's main interests and aptitudes, and providing up-grading training while he is in the institution.

Again, full use should be made of the facilities in the community. Edmonton and Calgary have schools providing up-grading and vocational training. Once a juvenile has reached a stage where he can use these facilities he should be encouraged to do so.

As with academic training, the vocational training program should be operated by outside educational authorities.

It is recommended:

That the Edmonton and Calgary School
Boards be approached with a view to
their taking over the operation of the
vocational training program in the training
schools.

The Corrections Branch and the Department of Public Works should seek the advice of educational authorities as designs for new training schools are being developed, to ensure that the facilities for vocational training are well planned.

It is recommended:

That the Department of Education be asked to provide a consultant service as designs for new training schools are being developed and that, if the Edmonton and Calgary School Boards agree to assume responsibility for operating the vocational program in the training schools, they also be asked to serve as consultants on building plans.

RECREATIONAL. The recreational program should be under professional direction. Deliberately used, the recreation program can foster teamwork and provide an experience in co-operative effort. Individual sports, handicrafts, music and drama, can give a sense of accomplishment and self-confidence. Groups from the school can visit outside groups and, in turn, play host, thus furthering relationships with the community. Volunteer instructors from the community can participate in this program.

Even movies and television can be used to further the ends of the institution if properly programmed.

The Department of Youth's recreation experts could offer valuable assistance in planning and operating the recreation program in the training schools. They could also help the Corrections Branch and the Department of Public Works as designs for new training schools are developed, ensuring that appropriate recreation facilities are provided.

It is recommended:

That the Department of Youth be asked to assist in planning and operating the recreation program in the training schools and to serve as consultant as plans for new training schools are being developed.

SOCIAL. The grouping of juveniles within cottages can further their individual social experiences. Some juveniles require individual rooms, others require small dormitory facilities. The cottages should provide both.

Dances and discussion groups offer other opportunities for learning to get along with people.

Visits by the juvenile's parents and family are vital and should be encouraged. Facilities for such visits should be incorporated in the design of new training schools. Visits by the juvenile to his home are also important and should be planned for whenever feasible.

SPIRITUAL. Each training school should be served by a clergyman from each of the major faiths. It is suggested that a central chaplaincy service be developed within the Corrections Branch so that the chaplains can be selected and trained in an organized way for this special work. In addition to chapel services, each juvenile should have appropriate interviews as part of his program.

Community church services are an opportunity for the child to participate in a usual community activity. There may also be opportunities for participation in young people's groups at the community church.

INDIVIDUAL THERAPY AND
COUNSELLING. The amount and kind of individual therapy or counselling required varies from juvenile to juvenile. Some may need intensive work with a psychiatrist as the major ingredient of their program, at least for the first few months, although seriously disturbed juveniles should

not be in the training school. All juveniles should participate in regular individual sessions with psychiatrist, psychologist or social worker, depending on their requirements, during the period of introduction to the school. Later, these sessions should be given as required, particularly to interpret major changes in program, including preparation for discharge. The therapy and counselling service staffs should be professionally-trained.

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The Juvenile's program should be under constant review and changed to reflect his progress or to try another approach if his present program is not having the desired effect. Changes in program should be made jointly by all staff members involved and the juvenile himself. The period of supervised release back into the community should be regarded as part of his program and should be a planned part of it. He is ready for complete discharge from supervision when he shows:

- a) he can exercise self-control
- b) he can get along with his peers
- c) he has no undue hostility to those in authority
- d) he has a reasonable degree of self-confidence and self-reliance.

This usually requires several months and perhaps years and the school should be prepared to keep him for whatever period is needed. There should be sufficient space so that a juvenile is never released to free his bed for another juvenile coming in. He should be released only when the staff feel he is ready.

These recommendations would, if adopted, involve a number of Government Departments, the Edmonton and Calgary School Boards, and individuals and groups from the community in the work of the training schools. This would present a problem of co-ordination if the training school program is to remain a unity and not become fragmented. Certain safeguards are necessary. The competence, prestige and authority of the Superintendent must be such that he is accepted as the leader. The program, including planning and implementation of a program for an individual child, should be formulated by the staff as a team. Each staff member must clearly understand and accept his role and function so that he complements the efforts of his colleagues.

Wages should be paid juveniles in training school and they should be permitted to purchase personal items from their earnings. This demonstrates the advantages of steady employment and income, gives training

in budgetting and encourages participation in program.

Personnel Personal relationships are the major factor in a training school program leading to a change in the juvenile's adjustment. These relationships include those with other juveniles, with families and with volunteers. However, relationships between the juvenile and the staff are probably the most important. It follows that the training school program can be successful only if all staff members are of top calibre and if they understand and accept the aims of the institution.

Within the training school there are many different jobs calling for staff with different qualities and qualifications. All staff members should have the training demanded by the job they are doing. For unqualified staff to undertake any specific job is to invite failure and bring the whole program into disrepute.

The supervisor in the training school should see his work as a lifetime career. He should be carefully selected for an ability to understand teenagers and establish good relationships with them. He should also be able to function as part of a team. He should be carefully trained.

It is often with the Supervisor, male or female, that a juvenile will establish his closest relationship, partly because the Supervisor's role in the institution more nearly approximates that of a parent than does any other staff member. The value of this relationship in rehabilitation cannot be over-emphasized.

The employment of Indian staff and the utilization of Indian volunteers in the training school should be vigorously promoted.

Buildings The following principles should guide the planning and construction of the two training schools, at Edmonton and Calgary as recommended in this report.

1. THE MAXIMUM NUMBER OF JUVENILES IN
ANY ONE TRAINING SCHOOL SHOULD BE
80.

The successful operation of a training school depends on close personal relationships between staff and juvenile, on constant attention to details of the child's program and on staff teamwork. This is facilitated in a small institution.

2. LIVING QUARTERS SHOULD BE OF THE
COTTAGE TYPE TO PERMIT MAXIMUM
SEGREGATION AND PROVIDE MAXIMUM
FLEXIBILITY.

With so many different juveniles in one institution, it is essential that there be maximum segregation. This is best provided through separate cottages. There should be about eight cottages to serve eighty juveniles. Some cottages should contain a combination of individual rooms and a small dormitory.

3. SPECIAL CARE SHOULD BE TAKEN TO
PROVIDE SECURITY FOR THE LIMITED
NUMBER WHO REQUIRE IT BUT
SECURITY SHOULD NOT BE OVER-
STRESSED WITH THE MAJORITY OF
THE JUVENILES.

All juveniles require a degree of security the first few days in training school until they become accustomed to the surroundings and routines. This should be provided in the Reception Centre which, it is suggested, should be located in the main building rather than in a cottage. After that, nearly all of them can be placed in a non-secure setting. If staffing and program are good, there will be few escapes. In any case, undue stress must not be put on escapes. The aim must be to prepare the juvenile for return to the community. This can be accomplished only if he is allowed to make decisions and take responsibility for them. Inevitably some juveniles

are going to make the wrong decisions and run away. The only way to prevent all runaways is to abandon all positive program and all hope of rehabilitation.

Nevertheless, there will be a small number among the population who require security. Ideally, these should be in another institution, but in this situation one cottage will be necessary for security. The degree of segregation should be as unobtrusive as possible so that it will not appear that a threat of segregation is hanging over the heads of all the juveniles in the school.

4. AN INSTITUTIONAL ATMOSPHERE

SHOULD BE AVOIDED.

Every effort should be made to develop a design that avoids an institutional atmosphere. Many of the best programs for children in Canada have been developed in converted old houses and have sometimes suffered when shifted to a new institution built for the purpose. Cottages should vary in design and setting to avoid sameness as far as possible.

Wardship of Juveniles
in Training School

The arrangement whereby the juvenile
committed to training school becomes

a ward of the Superintendent of the Juvenile Offenders Branch

is unusual. It also leads to a confusion of roles. It would be better if the juvenile were made a ward of the Crown and wardship were transferred to some official directly responsible for the operation of the training schools.

It is recommended:

That juveniles committed to training school
become wards of the Crown, with wardship
delegated to some official directly
responsible for the operation of the
training school.

8. AFTER-CARE FOR JUVENILES

The crucial step in the rehabilitation of the juvenile is his return to the outside community. It is then he faces the loss of the security he has known in the institution and the challenge of the unknown. It is then he realizes the full significance of the stigma of being a juvenile delinquent and how far he has to go to be accepted in the community. Without support, he may get discouraged.

Relationships with his family constitute a special problem. If the home situation is unsatisfactory, he may be exposed to the same stresses that contributed to his becoming delinquent in the first place. The home situation may be so bad that alternative living arrangements will have to be found for him. This probably means a foster home if he is younger, a boarding

house or hostel if he is older. Placing the juvenile in these alternative living facilities does not necessarily solve the problem of his family relationships. The family may still interfere. In any case, his family is most important to a child and his relationship with them will be of constant concern to him.

A return to his home community may present the complication of his resuming old friendships that may have contributed to his earlier troubles.

There are also difficult decisions regarding his return to community school or employment.

To ensure that the progress he made in the training school is not lost, a carefully planned program to ease him back into the community is required.

This begins by having selected guests come to the institution to meet the juveniles and participate in sports, recreation, and social activities. It can be extended into discussion groups dealing with such topics as current affairs. Newspapers, television and radio all have a part to play in keeping the juvenile conscious of the outside world and interpreting it to him.

The next step is the juvenile's making brief contacts in the community. Again, this can centre around sports, recreation and social activities but can be extended to such events as attending church service.

The next step is the juvenile's attendance at community schools or being employed during the day while returning to the institution at night.

The final step is the return to community life, at home or in a foster home, boarding house or hostel, under supervision.

To ensure that such planning is fully implemented, one service should be responsible for the after-care of juveniles coming out of training school. The Provincial Probation and Parole Service is the logical one to be assigned this function if the training schools remain under the jurisdiction of the Department of the Attorney General.

It is recommended:

That the Director of Probation and Parole
carry responsibility for the supervision
of juveniles during the after-care period
following discharge from training school.

Special living facilities are important to each phase of this program. A special cottage within the institution might be set aside where the juvenile could spend the last few weeks in the institution, particularly if he is going outside each day to school or employment. Hostels in the major centres are required for many juveniles after they leave the institution, particularly for older ones who cannot return home.

These community hostels could operate under private or public auspices. Perhaps some under each auspices are desirable, to provide for flexibility. However, some authority should be responsible for co-ordinating the planning and location of these institutions, to meet all needs and avoid duplication. The same authority should ensure that only institutions meeting established standards are used in this service. It is likely the Provincial Government will find it necessary to help finance these hostels when they are operated by private agencies.

The Department of Youth seems the logical authority to plan and co-ordinate the system of community hostels.

It is recommended:

That the Department of Youth be asked to
assume responsibility for planning,

co-ordinating, establishing standards
for and, where necessary, operating a
system of hostels to provide after-
care to juveniles coming out of the
training schools. This responsibility
should include providing grants to the
private agencies involved.

While there is a role for selected youth volunteers in these hostels, the institution should be under mature and experienced direction.

To ensure a smooth transfer of the juvenile to after-care, after-care staff should get to know him while he is in the institution.

As with all correctional services, the particular after-care needs of Indian juveniles should be accommodated. This is best done through participation by members of the Indian community in the after-care program, as staff members or as volunteers.

9. THE ROLE OF THE SUPERINTENDENT
OF THE JUVENILE OFFENDERS BRANCH

The position of Superintendent of the Juvenile Offenders Branch and the position of Director of Probation (adult as well as juvenile) at present constitute a single position within the Corrections Branch. This brings together a range of responsibilities not too closely related. There will be further complications if the recommendation in this report that the Province assume responsibility for parole of all inmates of Provincial prisons for adults is approved and the Director of Probation becomes Director of Probation and Parole.

The Superintendent of the Juvenile Offenders Branch has two special responsibilities not usually carried by a person in his position:

- 1) When the juvenile court believes that
a juvenile requires training school care,

the court may commit the juvenile directly, at the same time making him a ward of the Superintendent of the Juvenile Offenders Branch. Alternatively, the court may make the juvenile a ward of the Superintendent of the Juvenile Offenders Branch who may, or may not, place the juvenile in the training school.

It is unusual for wardship of a juvenile in training school to rest with someone who has no direct responsibility for the operation of the training school. It is also unusual for the court not to commit the juvenile direct to the school. It is suggested that the best procedure would be for direct court committal in all cases, that only juveniles so committed by the court be admitted to training school, and that wardship of a juvenile committed to training school be vested in the Crown and then delegated to someone directly responsible for operating the training schools. It is also suggested that juveniles be committed to training school for an indefinite period.

- 2) When the court believes that a particular child found to be delinquent should be removed from his home, but that training

school is not indicated, or believes that care is required in some special institution other than a training school, the court may make the child a ward of the Superintendent of the Juvenile Offenders Branch. The Superintendent then places the child and pays maintenance.

The result is two wardship and foster home programs within the Province for children who are essentially neglected; one under the Director of Child Welfare and one under the Superintendent of the Juvenile Offenders Branch. This will be affected somewhat if the proposed Childrens and Young Persons Act (discussed earlier in this report) becomes law and no child under 12 can be charged with a delinquency. Under those circumstances, all children under 12 would have to be dealt with through the Director of Child Welfare. There is also a financial consideration. Maintenance of wards of the Director of Child Welfare, in foster homes or in special institutions, is shared with the federal government under the Canada Assistance Plan. Maintenance of wards of the Superintendent of the Juvenile Offenders Branch is not shared in this way. It is suggested that the more common practice be followed in Alberta, and that when the juvenile court believes that a child should be placed in a foster home or a special

institution other than a training school, he recommend that the child become a ward of the Director of Child Welfare.

Other functions related to the office of Superintendent of the Juvenile Offenders Branch would all fall within the normal responsibilities of the Director of Probation and Parole. This would include responsibility for the supervision of juveniles on after-care from the training school if the training schools remain within the Department of the Attorney General. Such an arrangement is logical since after-care should be seen as an extension of the training school program.

It is recommended:

- a) That Director of Probation and Parole become a separate position;
- b) That the juvenile court commit direct to training school for an indefinite period, that only juveniles committed by the juvenile court be admitted to training school, and that juveniles committed to training school become wards of the Crown, with wardship delegated to

some official directly responsible
for the operation of the training
schools; and

- c) That when the juvenile court is of
the opinion that a child who has
committed a delinquency requires
foster home or specialized
institutional care other than
training school, that the juvenile
court recommend that the child become
a ward of the Director of Child
Welfare.

C. SERVICES FOR ADULTS

10. NATURE AND EXTENT OF CRIME IN ALBERTA

As with juveniles, it is impossible to compile complete figures on the number of adults who break the law because many are unknown. Statistics of adult crime are also affected by incomplete reporting to the Dominion Bureau of Statistics. For instance, the Dominion Bureau of Statistics reports that 910 adults were placed on probation in Alberta in 1966. The annual report of the Superintendent of the Juvenile Offenders and Probation Branch shows that, in fact, 1,510 adults were placed on probation in Alberta from April 1, 1967, to March 31, 1967. The difference in time period may account for some of the discrepancy but not all of it.

For these reasons, estimates of the extent of crime, examinations of trends, and inter-jurisdictional comparisons are apt to be erroneous and even

dangerous. The decision was regretfully taken to omit available statistics on the nature and extent of crime in Alberta because they would be misleading.

This points up the need for more adequate criminal statistics in Alberta. A beginning has already been made by the Department of the Attorney General in co-operation with the Criminal Statistics Section of the Dominion Bureau of Statistics.

11. DRUNKENNESS OFFENDERS AND OTHER
OFFENDERS WITH AN ALCOHOL PROBLEM

Two groups of offenders who have a problem related to alcohol are in provincial correctional institutions. One group consists of those convicted of a criminal offence rather than a drunkenness offence, but who are alcoholics, or who misuse alcohol to the extent they have difficulty leading a normal life. These people are fit subjects for the correctional services whether or not their offence was related to their use of alcohol. The person who, while intoxicated, assaults another, destroys property or drives a car is a danger to the public and should be dealt with accordingly. However, he should be treated for his alcoholism while serving his sentence.

The other group are those guilty only of a drunkenness offence. They constitute a special problem for the correctional institutions because

they form such a large proportion of the prison population. Concern over the best way to deal with these people is evident in several provinces and in many foreign countries. Most jurisdictions agree that the criminal law is not the best channel for dealing with what is essentially a medical and social problem, but effective alternatives are hard to find.

The following tables show the number of sentences of imprisonment given for drunkenness offences in Alberta. The number of individuals involved is considerably less than the total number of sentences, since the same individual may be convicted and sentenced for several drunkenness offences during the year.

Table 5

Sentences of Imprisonment for Drunkenness Offences
in Alberta April 1, 1966, to March 31, 1967

Offence	Without Option of Fine	In Lieu of Pay- ment of Fine	Totals
Liquor Control Act			
- Intoxication	58	5,801	5,859
- Illegal Possession	18	1,171	1,189
- Illegal Consumption	2	44	46
Indian Act	47	1,035	1,082
Totals	125	8,051	8,176

Source: Information supplied by the
Director of Correctional Services

Table 6

Sentences of Imprisonment for Drunkenness Offences
in Alberta for a Five-Year Period

Offence	1962- 1963	1963- 1964	1964- 1965	1965- 1966	1966- 1967	Totals
Liquor Control Act						
- Intoxication	3,580	4,104	4,749	4,729	5,868	23,030
- Illegal Possession	680	793	903	913	1,200	4,489
- Illegal Consumption	40	47	43	53	46	229
Indian Act	679	799	1,013	1,197	1,082	4,770
Totals	4,979	5,743	6,708	6,892	8,196	32,518

Source: Information supplied by the Director
of Correctional Services

Some minor discrepancies in the above tables will be noted. However, they are too slight to affect the conclusions that can be drawn.

The exact cost of this imprisonment to the taxpayer is difficult to calculate since it would involve an examination of the length of each of these sentences. Also, the per diem cost of incarceration in earlier years is unknown. Last year it cost on the average \$8.98 a day to keep one inmate in a provincial prison. This will give some indication of total expenditures.

Many of those convicted of drunkenness offences are only occasional drinkers. Some are

repeaters with amazing records. One case examined during this study involved a man convicted 301 times before he had reached the age of 69. Since many of his sentences were as high as three months, one wonders how he served them all. This case is outstanding, but not as unique as one might imagine. Another man received 186 convictions before he was 55; another 143 by the time he was 45.

As many as possible of those charged only with drunkenness should be dealt with outside the criminal and correctional stream. However, in the absence of alternatives, these people will probably continue to come under the care of the correctional services. For those with a major alcoholic problem, the period under arrest provides rest and food so they can be nursed back to health even if only to return to their alcoholic career. The correctional services will, therefore, have to provide facilities to deal with drunkenness offenders for some years, although hopefully in decreasing numbers.

An extensive prevention and education program to reduce the incidence of alcoholism is being developed by the Division of Alcoholism. The development is obviously worthy of support.

A further extension of voluntary community treatment is also indicated. This suggestion coincides with the position maintained by the Division of Alcoholism of the Department of Health. Some years ago, regional treatment centres were located in Calgary (South), Red Deer (Central) and Edmonton (North). More recently, the Henwood Clinic near Edmonton was opened to provide institutional treatment for alcoholics. The Division of Alcoholism presented a brief to the Special Legislative and Lay Committee on Preventive Health Services in 1965 recommending treatment of alcoholism in local health services.

There appears to be disagreement as to the effectiveness of Alcoholics Anonymous programs on Indian Reserves. Some who have been involved in such programs say the Indian, with his capacity for warm personal relationships, can fit readily into Alcoholics Anonymous. Others report more limited success. The potential of this program invites broad experimentation.

It is recommended:

That the extension of prevention programs
and the extension of community clinics and
institutional facilities for the voluntary
treatment of alcoholics be supported and

that a wide expansion of Alcoholics
Anonymous programs on Indian Reserves
be undertaken with a view to testing
their effectiveness.

Drunkenness Offenders

The recent experiment carried out in the Magistrate's Court in Edmonton, in conjunction with the Division of Alcoholism and the Corrections Branch of the Department of the Attorney General, offers important leads to future developments. However, the fact that the individual is convicted and thus gets a criminal record is against it. So is the lack of firm control over the individual offender during the period of his treatment.

What is required is a procedure that:

1. Gives the police clear authority to arrest an intoxicated person whenever that seems warranted;
2. Makes it possible for the courts to deal with the case without registering

a conviction where that seems warranted;

3. Makes it possible to deal with occasional and habitual drinkers in different ways;
4. Imposes firm controls comparable to those that apply during probation over the individual during treatment;
5. Permits the maximum use of voluntary community treatment facilities for the drunkenness offender.

Provision for Absolute and Conditional Discharge would meet these requirements. A number of countries have these provisions in connection with offences in general, not just drunkenness offences. Many groups are advocating their inclusion in the Canadian Criminal Code to deal with general offences. Under these provisions, the court proceeds to the point where a conviction would be registered if the trial proceeded further. The court stays proceedings and takes either one of two courses:

1. If the offender is an occasional, rather than an habitual, misuser of alcohol and

the court believes that the appearance in court has served as a sufficient deterrent, the court might grant Absolute Discharge. This means an end to the matter and the offender has no criminal record.

2. If the offender has a more persistent pattern of drunkenness, the court might release him on Conditional Discharge, that is, release him on certain conditions. These conditions might include treatment at a community clinic for alcoholics. If the offender lives up to these conditions, no conviction will be registered and he will have no criminal record. If he fails to live up to these conditions, he might be brought back to court, and the conditions varied. Eventually, if he persists in breaking the conditions, a conviction might be registered and an appropriate sentence passed.

Facilities should be available to the court to help in assessing which course of action is

indicated in a particular case. This service might be provided jointly by the Provincial Probation Service and the Division of Alcoholism.

It is recommended:

That provision for Absolute and Conditional Discharge in relation to drunkenness offenders be incorporated into the appropriate legislation.

These provisions would in no way limit the discretion of the courts. The court could convict the offender and impose either a fine or a prison sentence. The change would give the court as wide a choice of dispositions as possible rather than the present limited choice under the Liquor Control Act.

Although there would be considerable economy for the correctional system if the majority of drunkenness offenders were cared for by the Department of Health, the budget of the Department of Health would increase accordingly. The saving would appear in the respective success of the two programs and in screening out those granted Absolute Discharge.

In addition to those charged under the Liquor Control Act, a substantial number of inmates

of provincial prisons are committed for drunkenness charges under the Indian Act. By forbidding Indians on some Reserves to bring liquor to their homes, these provisions of the Indian Act also lead to increased charges under the Liquor Control Act by encouraging the undue consumption of liquor off the Reserve.

It is recommended:

That the Government of Alberta encourage
the federal government to repeal all
provisions of the Indian Act relating
to liquor control.

Most of those convicted of drunkenness offences receive sentences too short to involve them in advanced treatment. These inmates will be held in the wing of the Detention Centres (recommended later in this report) for those serving sentences under thirty days. One advantage of having these short-term inmates housed together will be the opportunity to experiment with ways of making the maximum use of the time they will spend in the institution. Lectures, discussions and literature can introduce them to the program offered in the community by the Division of Alcoholism and Alcoholics Anonymous. Arrangements can be made for their involvement in these programs after their release.

It is recommended:

That the program for short-term inmates in the Detention Centres include making them familiar with what the Division of Alcoholism and Alcoholics Anonymous can offer them after discharge.

Other Offenders with an Alcohol Problem

Although the implementation of the preceding recommendations would bring about a continuing decline in the number of inmates with an alcohol problem coming into provincial prisons, many will still appear, including those convicted of a criminal, rather than of a drunkenness, offence.

Selected offenders in this group now spend the last few weeks of their sentence in the Belmont Rehabilitation Centre. However, if this program were relocated through the opening of duplicate programs in the Correctional Institutions (near Edmonton, Calgary and Peace River, offering a generalized program recommended later in this report) some expansion would be possible. Programs located in these Institutions would make it possible to deal

with some inmates who are unsuited for the open setting at Belmont, thus broadening the scope of the treatment program for alcoholic inmates. It would be possible to offer the program to inmates throughout their stay in the correctional system instead of just during the last few weeks. Further, it would provide a service in three areas of the Province, not just in the Edmonton area.

It is recommended:

That the program for alcoholic inmates now carried out in the Belmont Rehabilitation Centre be relocated through the opening of duplicate programs in the Edmonton Correctional Institution, the Calgary Correctional Institution, and the Peace River Correctional Institution.

Particular attention should be paid to the needs of women inmates who are alcoholic.

General

Whatever institutional treatment is offered, carefully organized and comprehensive after-care

is essential. The resources of the Division of Alcoholism and Alcoholics Anonymous should be utilized for this purpose, including the community clinics operated by the Division of Alcoholism. Hostel facilities will also be required.

It is recommended:

That a comprehensive after-care program for alcoholic inmates be developed in conjunction with the Division of Alcoholism of the Department of Health and using the facilities of Alcoholics Anonymous where applicable.

Another facility that is required is an institution that will give relatively long-term care in a protected environment to those alcoholics who have failed to respond to treatment and who have reached a condition where they are unable to care for themselves adequately. This facility probably should be under medical or welfare auspices but for some time to come it may remain part of the correctional system.

It is recommended:

That an institution be developed to give relatively long-term care in a protected

environment to those alcoholics who have
failed to respond to treatment and who
have reached a condition where they
cannot care for themselves adequately.

The Division of Alcoholism has recently become involved in planning and conducting the program at the Belmont Rehabilitation Centre for alcoholic inmates. Alcoholics Anonymous has been directly involved in the program at Belmont for many years. The continued assistance of these two services should be sought.

It is recommended:

That the continued assistance of the
Division of Alcoholism of the Department
of Health be sought in planning and
conducting the program for alcoholic
inmates and that the resources of
Alcoholics Anonymous continue to be
used for those inmates who can benefit
from that program.

12. ARREST AND BAIL PROCEDURES

Between April 1, 1966, and March 31, 1967, 3,824 individuals were admitted to provincial prisons on remand or committal for trial. This represents about twenty per cent of all admissions. These people were not yet disposed of by the courts and had not been sentenced.

Concern about the number of people held in custody pending trial has been expressed in a number of provinces and throughout the United States. This has been stimulated, perhaps, by the success of the Manhattan Bail Project and the Manhattan Summons Project in New York City.

It is not the function of this study to examine the legal rights aspect of holding those awaiting trial in custody, but there are correctional reasons why it is better not to hold an accused person in custody if it can be avoided:

1. The young and susceptible offender is exposed to contacts with sophisticated criminals.
2. The period immediately following his first arrest is crucial for the offender. If he is dealt with unwisely, he may come to see society as an enemy and to assume that his future lies with the criminal element. If he is released while awaiting trial, he may continue his positive family and social relationships; if he is held in jail, he will more readily identify himself with the criminal element.
3. Incarceration prior to trial may cause the accused to lose his job and thus make it impossible for him to fulfill his family and social obligations. Even if he does not lose his job, the loss of income during the period in jail may have the same deleterious effects. This may weaken his positive family and social relationships. Also, the period in jail may leave a stigma even if he is

eventually found innocent or convicted and placed on probation. This kind of social dislocation may strengthen his belief that there is no place for him in the community.

4. These inmates place an additional load on the correctional services which reduces their effectiveness. They are a special problem because they cannot be asked to work or participate in the prison program.
5. Custody of these inmates constitutes a considerable expense to the Province. It costs about \$8.98 a day to keep an inmate in a provincial prison.

It should be stressed that the public interest lies in avoiding any course of action that tends to hinder the rehabilitation of the accused.

The numbers held on remand or committed for trial might be reduced through the use of summons rather than warrants for arrest and through the increased use of bail. Any reduction would have obvious importance for the correctional services.

It is recommended:

That arrest and bail procedures in
Alberta be examined in the hope of
reducing the number of non-sentenced
people held in custody.

13. THE OFFENDER OF INDIAN ANCESTRY

The number of Indian and Métis adults and juveniles sentenced or committed to correctional institutions in Alberta is very high.

Table 7

Number of Indian and Métis Adults and Juveniles
Sentenced or Committed to Alberta Prisons or Training
Schools, April 1, 1966, to March 31, 1967

	Indian	Métis	% of Total Admissions
Men	4,036	1,406	44
Women	481	211	80
Boys	6	26	31
Girls	17	26	75

Source: Annual Report of the Correctional
Institutions Superintendent

Although complete statistics are unavailable, it appears that the preponderance of Indians

and Métis who get into trouble with the law do so through what might be called social offences, such as drunkenness, rather than more serious forms of crime.

There can be no doubt that any final answer to the problem of Indian offenders must await a solution to the general social and economic conditions under which the Indian people live. However, while remedies to the larger problem are being sought, the correctional services must seek partial answers within the scope of their own responsibilities. Such answers would in themselves represent a contribution to the wider solution. In fact, it may be possible within the corrections field to develop techniques in meeting the problems of the Indian people that could be applied in wider areas.

There seems to be a blockage to effective understanding and communication between non-Indian correctional staffs and Indian offenders. This is not surprising. A similar lack of understanding probably exists in most mixed Indian and non-Indian environments.

The most practical and promising approach to Indian offenders seems to be the participation by members of the broader Indian community in rehabilitation programs. This includes hiring Indian staff for probation,

training schools, prisons, parole and after-care. It would also include the involvement of volunteers from the Indian community in these programs. The use of volunteers is discussed elsewhere in this report. It is sufficient here to stress the urgency of including Indian volunteers in the scheme. A beginning has already been made by the Corrections Branch in hiring Indian staff.

The participation of the ex-offender in the corrections field has been mentioned earlier in this report. Such opportunities may be particularly great in relation to Indian ex-offenders since so many young Indians are involved in what might be called social offences rather than more serious forms of crime. These young Indian ex-offenders might also become involved in programs related to the more general social and economic problems faced by the Indian people.

One special problem concerns the Indian court workers. They are members of the Indian community employed to attend court and assist Indian accused to understand what is involved, to obtain legal counsel when indicated, and to interpret the offender's situation to the court. A worker of this kind has been employed by the Canadian Native Friendship Centre in Edmonton for several

years with considerable success. The Centre in Calgary has recently employed such a worker. The organizations representing the Indian people of Alberta feel that such workers are more successful when employed by an Indian organization rather than by a public service, although support from the Government is needed to help finance the program. This seems sensible in view of the general need to involve the Indian community more fully.

It is recommended:

That strong efforts be made to involve members of the Indian community in programs to rehabilitate Indian offenders; that Indian staff be employed in probation, training schools, prisons, parole and after-care; that volunteer workers in all these areas be sought; that the Alberta Association of Indians be asked to help recruit such staff and recruit and coordinate such volunteers; that the Alberta Association of Indians be asked to coordinate the employment of Indian court workers by Indian organizations; and that the Provincial Government assist in paying the salaries of these court workers.

In the section of this report dealing with drunkenness offenders, a broad experiment with Alcoholics Anonymous on Indian Reserves is suggested. Such a program might attack the problem of drunkenness offences among Indians at the source. It is also recommended that the provisions of the Indian Act dealing with liquor offences be deleted.

Another program that might help is a course in schools, supplemented by adult education courses through the adult education services, to help the Indian people understand the criminal law, its underlying principles, what happens when a charge is laid and what the individual can, and should, do to defend himself. Canadian law is a strange law to the Indian people and it has never been interpreted to them. No man respects what he does not understand. The Indian is no exception. In another part of this report a program to interpret the law to youth in schools is suggested; the need seems particularly acute for Indian youth.

Special efforts should be made in both juvenile and adult institutions to develop vocational training of particular interest to Indians. Much of present vocational training has limited application for Indians.

Alternatives to institutional

care in dealing with Indian offenders should be given particular attention. The training schools have little meaning to many Indian children, particularly those from more isolated areas. The prisons have little meaning to adult Indians.

One final suggestion can be made.

It appears that many Indians find it easier to accept the rules of modern society as a group rather than as individuals. The individual Indian offender is not liable to understand and accept what he is exposed to during rehabilitation. If the individual is part of a group that is prepared to make a special effort, the individual may go along. This suggests greater use of group techniques in rehabilitation programs for Indians.

14. THE YOUNG ADULT OFFENDER

Young adults constitute a very high proportion of those convicted of crime in Alberta. The Dominion Bureau of Statistics publications indicate that the rate of conviction for indictable offences per 100,000 population for males in the age group 15 to 19 is 1917.4 and in the age group 20 to 24 it is 1794.2. After 24 the rate drops rapidly. A similar situation exists among the females.

In addition to their disproportionate numbers, these offenders pose a special problem because they are so young. It is obviously of special importance to make certain the rest of their lives are not devoted to crime.

Young adult offenders are between childhood and adulthood. Habit patterns are not set and they are more volatile than older offenders.

The young adult offender is apt to be rootless, a drifter without settled work or social routines. This condition, coupled with the fact that he is immature, suggests that he should be under supervision for a considerable period of time, whether on probation or in an institutional program, followed by parole or after-care. This period probably should extend close to two years.

All this indicates the need for special attention to the young adult offender. Such attention is now given at the Bowden Institution to those under 25 suited to an open setting, who are well motivated, and who are interested in vocational training. This program should be continued, although it should be located near Edmonton, where downtown vocational training facilities can be utilized and where employment is more available as part of a work-release program. If the recommendation that the program for alcoholic inmates at the Belmont Rehabilitation Centre be relocated in Edmonton, Calgary and Peace River Correctional Institutions is adopted, the building at Belmont will be free and would serve well as the new location for the program now carried on at Bowden.

Another institution for this age group is needed for those not fitted for the open setting

and whose motivation is not as satisfactory. These youths will need tighter security for a period, but once they respond to the program, they should be drawn into the open setting. If two new training schools are built, as recommended in this report, the building now occupied by the Alberta Institution for Girls would be free and would serve well as the location of this program for the more difficult young adult offenders.

It is recommended:

That the program now located at Bowden
be relocated in the building now occupied
by the Belmont Rehabilitation Centre and
that a program for more difficult young
adult offenders be located in the building
now occupied by the Alberta Institution
for Girls.

This age group requires special planning to prepare for the difficult post-discharge period. This includes the need for hostel facilities.

Probation hostel facilities for this age group are also required. Such facilities in some cases enable the court to extricate the young adult out of a bad home or community situation and put him under some extended supervision without committing him to prison.

Probation and after-care hostels could operate under private or public auspices. However, some authority should take responsibility for co-ordinating the planning and location of these institutions and for setting standards. It is also likely that the Provincial Government will have to help finance those hostels that are operated by private agencies.

It is recommended:

That the Department of Youth be asked to assume responsibility for planning, co-ordinating, establishing standards and, where necessary, operating a system of probation hostels and after-care hostels for young adult offenders. This responsibility should include providing grants to the private agencies involved.

While there is a role for selected youth volunteers in relation to these hostels, the institution should be under mature and experienced direction.

A special effort should be made to have members of the Indian community, including those under 25 years of age, participate in this program.

15. INMATES REQUIRING A
PROTECTED ENVIRONMENT

Among the inmates of the Provincial prisons there are two groups unable to benefit from the program designed for the majority of inmates and who need relatively long-term care in a protected environment. Their exact number is uncertain because it depends on the results of a rather difficult classification process.

The first of these groups are inmates with a limited mental capacity, but not low enough to justify commitment to an institution for mental retardates. Not only are these inmates unable to benefit from the program, but they are exploited by the other inmates.

The second group are alcoholic inmates who have failed to respond to treatment and who have reached a condition where they can no longer care for themselves adequately.

If the program for young adult offenders is moved to Edmonton, as recommended in this report, the building now occupied by the Bowden Institution would be free and it is well suited to offer this protected environment.

It is recommended:

That a program offering relatively long-term care in a protected environment be opened in the building now occupied by the Bowden Institution to serve inmates with a limited mental capacity and alcoholic inmates who have failed to respond to treatment and who have reached a condition where they cannot care for themselves adequately.

These inmates could be kept usefully occupied in non-demanding agricultural tasks and similar activity. Efforts could also be made to develop training in occupations within their competence, particularly the younger ones, so some might be prepared for employment after discharge.

16. THE WOMAN OFFENDER

The number of women sentenced to prison in Alberta is so small it is difficult to plan an institutional program for them.

Table 8

Women Sentenced to Provincial Prisons in Alberta by
Length of Sentence, April 1, 1966, to March 31,
1967

Under 30 days	655
30 days to under 2 months	147
2 to under 3 months	37
3 to under 4 months	11
4 to under 5 months	1
5 to under 6 months	15
6 to under 9 months	1
9 to under 12 months	6
12 months to under 2 years	4
Total	877

Source: Annual Report of the Correctional
Institutions Superintendent

In addition, there were 131 women held in prison for varying periods during the year awaiting disposition by the court.

The average daily population during the year was fifty-seven.

These figures may increase somewhat if the age used in separating juvenile delinquents from adult offenders is dropped to 17. There were fifteen 17-year-old girls committed to training school last year; in future they would be defined as adults. However, it cannot be assumed that the courts would send all these girls to prison if they were classified as adults. Some may have been committed for an offence under the Juvenile Delinquents Act that would not be an offence under legislation applying to adults.

In future, the 131 women who were committed during the year awaiting disposition by the court would be held in the suggested Detention Centres. As with the men, short-term women inmates should be kept in a Detention Centre near their home. Because of peculiar difficulties in planning a prison system for women offenders, it is suggested that all women serving less than three months be held in the Detention Centres.

This will require a separate women's wing in each Detention Centre to house short-term prisoners and those awaiting disposition by the court.

The number serving more than three months at any time (the above table shows there were only thirty-eight committed for three months or over during the whole year) is such that a separate institution is difficult to justify. It is, therefore, suggested that there be sufficient space in the Edmonton Detention Centre women's wing to care for all women in the Province serving sentences longer than three months.

It is recommended:

That each Detention Centre contain a
separate women's wing to hold women
prisoners serving a sentence under
three months and those awaiting
disposition by the court, and that
the women's wing in the Edmonton
Detention Centre be planned to also
hold all those women serving a sentence
of over three months.

The women's wing of the Edmonton Detention Centre will require facilities not

required in the men's sections where only inmates serving less than thirty days are held.

The after-care of women offenders requires special facilities and attention. An Elizabeth Fry Society would be of great assistance in developing this service. The Society's active support and an aggressive work-release and parole program should ensure that no woman offender spends an undue amount of time in a Detention Centre.

It is recommended:

That an Elizabeth Fry Society be established in each area where there is a Detention Centre, particularly in Edmonton where the longer-term women inmates will be held.

Since a high proportion of the women inmates are Indian or Métis, the participation of members of the Indian and Métis community in their program is particularly urgent.

17. SERVICES TO THE COURTS

Correctional planning should extend to services which help the courts assess the mental condition of an accused or convicted person and which prepare pre-sentence reports as an aid in sentencing when the court requests them.

Dr. Blair's survey of mental health facilities in the Province includes examination of the need of forensic clinic services for the courts. It is anticipated that the Detention Centres proposed in this report will be used for the assessment of those under arrest, but that the clinical staff who do the assessment will come from mental health facilities operated by the Department of Health. It is, therefore, important that the Detention Centres be located near mental health facilities.

The adult probation officers' pre-sentence reports are a service to the courts. Sufficient probation staff must be available throughout the Province to fill court requests for such reports. The Division of Alcoholism might assist in assessing those charged with drunkenness offences.

A handbook setting out the available correctional services, the type of offender each is designed to serve and the kind of program offered, would also be of assistance to the courts in sentencing.

18. THE PROCESS OF CLASSIFICATION

Classification is the basis of successful rehabilitation services for offenders. Offenders vary as much one from another as any other group of human beings and what is required to assist them to become law-abiding and contributing citizens varies accordingly.

Classification is not a static decision but a dynamic process that continues throughout the offender's correctional career so that his program can be changed to reflect his progress.

Classification involves the analysis of the problems of the individual offender through the use of whatever available techniques apply: social histories; medical, psychiatric and psychological examinations; studies of religious, educational,

vocational and recreational attainments and interests; and records of involvement in crime.

Classification begins in the court when sentence is considered. The court considers many things, including deterrence and protection of the public. The rehabilitation of the offender is only one factor among many. The court's assessment of the case is expressed in the sentence. This sets the nature and length of control the correctional services have over the offender.

Facilities should be provided to supply whatever pre-sentence information the court requests. In the section of this report dealing with services to the courts, it is suggested that sufficient probation staff should be supplied to prepare all pre-sentence reports requested by the courts. It is also suggested that the Detention Centres, located strategically near regional mental health facilities operated by the Department of Health, assist in providing a clinical service to the courts when a report of this nature is required.

The classification process within the correctional services should aim at returning the offender to the community as a law-abiding member as

quickly as the sentence allows. The process expresses itself finally in determining the date of release into the community and the kind of assistance the offender needs to make a satisfactory adjustment.

Treatment on probation or parole, and custody in an open, rather than in a security, prison should not be confused with leniency. Many offenders find probation, parole, or the open prison more demanding than a security prison, since in the open situation they have to take more responsibility for their decisions.

The first steps in classification within the prison system are taken in the Detention Centres. Each prison housing longer-term offenders should have a reception unit for all newly-arrived inmates where initial classification can be completed.

Classification requires an effective record system to keep track of the individual's progress particularly as he moves from one setting to another. Records are also necessary so that information about past experiences with an offender will be available if he commits another offence and is again sentenced.

19. ADULT PROBATION SERVICES

Table 9 shows the number of adults placed on probation in Alberta during a five-year period.

Table 9

Adults Placed on
Probation in Alberta
1962 - 1966

Year	Number
1961-62	1,067
1962-63	1,191
1963-64	1,507
1964-65	1,453
1965-66	1,510

Source: Annual Report of the
Juvenile Offenders and
Probation Branch

The following table indicates the relative use made of adult probation throughout the Province.

Table 10

Adults on Probation in Alberta on
August 1, 1968, by District Office

District Office	Number
Edmonton	690
Lethbridge	108
Medicine Hat	86
Red Deer	109
Wetaskiwin	102
Hardisty	8
Grande Prairie	37
St. Paul	60
High Prairie	23
Edson	44
Westlock	40
Drumheller	15
Peace River	25
Vegreville	23
Calgary	260
Lac La Biche	49
Total	1,679

Source: Information supplied by
Superintendent of the Juvenile
Offenders and Probation Branch

These figures reflect a substantial use of probation, at least in many areas in the Province. This trend should be supported because probation has advantages over imprisonment in the rehabilitation of many offenders. Probation is also far less costly than imprisonment.

Probation hostels would fill the existing gap between regular probation and prison.

For instance, an offender in his or her late teens who left school at an early age and has developed no employment or social stability might not respond to the degree of supervision possible under ordinary probation. This might be particularly true if his home situation is unfavourable. He might be placed on probation on condition that he reside in, and abide by the rules of, a probation hostel. There he might complete his academic or vocational education in community schools. His evenings and weekends would be under some control. Counselling would be available. Desirable social contacts might be promoted through youth volunteers.

He might require two or three years to complete such a program, but something of this magnitude is often necessary to help unsettled young people find a stable life in the community.

For another individual who does not have the intelligence or the interest for academic or vocational training, a similar program might be attempted while he is employed full-time. If he can be involved in such an arrangement for a period of some months or even years, he might establish employment security.

The person who lives in the probation hostel and is employed would be expected to pay

board. So would the academic or vocational training student if he receives an allowance from the educational authorities. This ^{is} advisable so the probationer will become accustomed to assuming responsibilities. Since most inmates of a probation hostel are usually working or receiving an education allowance, probation hostels are not too costly to operate.

Probation hostels might be under either public or private auspices. It is probably best if the public service makes use of private hostels that meet required standards, establishing their own only if there are not enough private hostels. It is recommended earlier in this report that the Department of Youth be asked to co-ordinate the probation hostel system for those under the age of 25.

Probation hostels should be opened as soon as possible in Edmonton and Calgary, with further expansion as experience indicates the need.

It is recommended:

That a system of probation hostels be
opened in Alberta, initially in Edmonton
and Calgary; that private facilities that
meet required standards be used where
available; that the Department of Youth

be asked to take responsibility for
co-ordinating those to serve
probationers under 25.

In addition to supervising probationers, probation officers prepare pre-sentence reports for the courts. To ensure effective service, it is necessary to keep caseloads small. It is suggested that about thirty-five cases, plus the preparation of pre-sentence reports, is the proper caseload for one probation officer.

A training program for probation officers is required which would qualify them for promotion from one defined grade to another with appropriate salary increases. Bursaries to make it possible for some probation staff to take professional training are also important.

As in all other phases of corrections, the use of Indian staff and volunteers in the adult probation service should be emphasized.

Office facilities are important to probation. Private interviewing rooms are required where the probation officer can meet the probationer. Sufficient clerical staff is also required

so adequate records on each probationer can be maintained.

A central provincial probation registry should be maintained so that an offender who has been on probation in one part of the Province and later convicted of an offence in another part of the Province will be identified.

20. INSTITUTIONS FOR ADULTS

The fact that Alberta has a relatively small population spread over a large area presents a difficult choice in planning a correctional institution program for adults. On the one hand, it is desirable to keep an inmate close to home, family, job and community and, in the case of the person on remand, near his lawyer, the police who may want to interview him, and the court where his case will be heard. This is important for rehabilitative and legal reasons and also to avoid the cost of unnecessary transportation. On the other hand, it is desirable to provide the widest possible range of institutional facilities to serve different categories of inmate and this is facilitated if all inmates are brought to a central place.

It is important that maximum flexibility and adaptability be built into a prison system,

not only into each institution but into the over-all system. This is necessary to meet changing conditions and to incorporate new ways of dealing with inmates suggested by research.

Three tentative provisions appearing in draft federal legislation will, if they become law, affect the number and type of inmates coming into provincial prisons:

1. The Discussion Draft of the Childrens and Young Persons Act (which, if passed, will replace the Juvenile Delinquents Act) provides that a juvenile delinquent will be defined as a child between the ages of 10 (or 12) and 17. The implications of this change are discussed earlier in this report.
2. Bill C-195 contains the draft provision that statutory remission similar to that applicable in the federal penitentiaries will apply to provincial prisons. At present, an inmate of a provincial prison with a sentence of twelve months serves about ten months if he behaves himself and if he is not granted parole. Under the new system he would serve about eight months.

3. Bill C-195 also contains the draft provision that those awaiting appeal from a conviction that resulted in a sentence of two years or more will become the responsibility of the federal Penitentiary Service. At present they are held in provincial institutions. Sometimes the appeal takes months or even years to be disposed of. These inmates are a special problem since provincial institutions are not intended to deal with long-term prisoners. They also constitute a special security problem.

This report is based on the assumption that all three of these draft provisions will become law.

Information regarding male adults sentenced to prison in Alberta during the past year is set out in the following tables. It should be kept in mind that all those sentenced come directly into one of the gaols. Selected inmates are transferred from the gaols to Belmont Rehabilitation Centre, Bowden Institution, or the Camps.

Table 11

Male Adults in Provincial Prisons
by Institution, April 1, 1966
and March 31, 1967

Date	Calgary Provincial Gaol	Fort Saskatchewan Gaol (Men)	Lethbridge Provincial Gaol	Peace River Provincial Gaol	Belmont	Bowden	Nordegg	
<u>April 1, 1966</u>								
On sentence	362	409	166	11	82	126	50	1,206
On remand	43	36	3	-	-	-	-	82
	405	445	169	11	82	126	50	1,288
<u>March 31, 1967</u>								
On sentence	402	381	222	20	70	151	78	1,324
On remand	45	65	11	-	-	-	-	121
	447	446	233	20	70	151	78	1,445
Daily average population for year	391	489	202	24	75	144	78	1,403

Source: Annual Report of the Correctional
Institutions Director

The City jails in Edmonton and Calgary are officially classified as Provincial gaols and can be used to hold those awaiting trial for periods of some days. They are also sometimes used to hold short-term sentenced prisoners when the Calgary Provincial Gaol and the Fort Saskatchewan Provincial Gaol are full. Such institutions should be used only to hold prisoners for a few hours awaiting initial court appearance. If there is delay longer than a few hours, the person awaiting trial should be transferred to a detention centre operated by the Province. All sentenced prisoners should be held in institutions operated by the Province.

Table 12

Male Adults Sentenced to Provincial
Prisons in Alberta by Length of
Sentence. April 1, 1966 to March 31, 1967

Sentence	Calgary Provincial Gaol	Fort Saskatchewan Gaol (male)	Lethbridge Provincial Gaol	Peace River Provincial Gaol	Totals
Under 30 days	2,788	3,203	2,069	112	8,172
30 days to under 2 months	593	694	573	98	1,958
2 to under 3 months	145	274	62	21	502
3 to under 4 months	121	128	67	40	356
4 to under 5 months	30	31	19	8	88
5 to under 6 months	8	189	1	-	198
6 to under 9 months	144	123	79	14	357
9 to under 12 months	25	173	28	-	226
12 months to under 2 years	217	144	81	2	444
Over 2 years consecutive	-	3	-	-	3
Death Penalty	-	1	-	-	1
Totals	4,071	4,963	2,976	295	12,305

Source: Annual Report of the Correctional Institutions Director

These figures will decrease if the age used in separating juveniles from adults is raised to 17. There were five 15-year-old and 242 16-year-old boys committed to prison last year; in future, they would be classified as juveniles. However, it cannot be assumed that all these boys would be dealt with outside the prisons. Some involved in more serious offences might be transferred to the adult court and sentenced to prison.

Program Classification is the essence of a good prison system. Inmates should be classified and grouped according to what is required for their rehabilitation. Each inmate's program should be under constant review so changes can be made to reflect progress or, if the present program is failing, to substitute a more effective one.

A prison should not be regarded as a distinct and self-sufficient institution. On the contrary, each one must be seen as an integral part of a broader network of institutions within an over-all system of corrections. Each prison should be designed not only to serve its particular function, but also to complement the functions of the other prisons so that the sum of all their work will enable the correctional system to fulfill its obligations.

There should be a clear statement of purpose for the system as a whole and for each individual institution.

Full cognizance must be taken of the inmate sub-culture. Prison inmates tend to form their own society around a system of loyalties and values which are in direct conflict with those of the outside community. There is pressure on the individual inmate to conform to the standards and mores of the inmate society

rather than respond to the opportunities offered by the institution's rehabilitation program. The effect can be to confirm him in his criminal orientation and make him more, rather than less, dangerous to society.

Staff should be clear about the use of custody and its place in rehabilitation. Rehabilitation includes all those things which tend to prepare an inmate for return to the community as a socially and economically productive person. Rehabilitation should be developed with an understanding and utilization of all factors involved in prison living. Custody is one of those realities.

Custody thus becomes part of rehabilitation if it is used positively. Sufficient custody must be provided to meet individual security requirements. This is necessary if the inmate is to benefit from the program, and custody should be seen in this positive connotation.

Prisoners dangerous to the public must, of course, be held in secure confinement. However, it should be kept in mind that most dangerous offenders receive a sentence of two years or more and thus become the responsibility of the federal Penitentiary Service. Those in the provincial prisons are generally in a less dangerous category.

Any prison rehabilitation program must be based on the exploitation of hope in the individual inmate, and the inmate must be readied to resume control of his own affairs through the gradual relaxation of restrictions. This always involves the risk of walkaways, which should not be confused with an escape from an institution with extreme security. The walkaway is not a triumph by the inmate over the prison authorities but a sign that he is not yet able to take control of his own affairs. If he is not dangerous, no great harm has been done. This risk must be accepted in any progressive prison system.

We must be aware that literally all inmates, except the few who die while in prison, will eventually return to the community, in the case of most inmates of provincial prisons within two years. The question is whether the discharged inmate is better suited to social living than he was when sentenced. If he is not, or if he is less suited because of his prison experience, society has been afforded little protection and may even be in further danger. Seen against this reality, the risk of a walkaway by a non-dangerous inmate during rehabilitation takes on a different perspective.

It is preferable to place the inmate in as open a setting as feasible, moving him into a

more secure setting only if he cannot accept the responsibility that goes with the open setting. During the reception period, all inmates need some security to help them through the difficult adjustment to prison, but they should be forced to take the responsibilities of the open setting as soon as possible.

Putting the inmate in an open setting should not be confused with leniency any more than probation should be confused with leniency. The open setting places greater responsibilities on the inmate than the closed setting and he may find this both difficult and upsetting. It is not unusual for an inmate to refuse a transfer to an open setting, such as Bowden Institution, because he cannot trust himself not to run away.

Although the inmate's participation in planning his own program should be encouraged, he should not be permitted to refuse the more difficult open setting for the easier security setting. The general principle should be that no inmate will be permitted psychological rest. He should be constantly under pressure to adjust to more mature ways of living and this inevitably involves acceptance of responsibilities.

It is easy to rely unduly on physical security. Good program and efficient staff constitute

the most effective and most productive security.

These statements about custody apply chiefly to those under sentence. Those on remand constitute a different problem. Although some will be known to the Detention Centre staff from previous periods of incarceration, many will not, and it is necessary for the unknowns to be held in security. Among them may be dangerous people, some of whom will eventually be sentenced to two years or more and become the responsibility of the federal Penitentiary Service. The period immediately after arrest is also the most unsettling for many inmates and they are more apt then to attempt escape.

Decentralization of authority is desirable in a prison system. Clearly stated and understood policies and principles must apply to the whole system and such major aspects as staff development should be centralized. However, in other matters, the warden of each institution should have as much independence of operation as possible.

The value of citizens participating in prison programs is becoming increasingly recognized. Their presence helps break down the inmate's feeling of isolation and expulsion from the company of good men and helps

interpret the community to the inmates. This gives them hope that the outside community has a place for them.

The member of the community also has an important function in after-care and he should meet the inmate in the prison so relationships can be established and after-care plans made.

The citizen's presence in the prison also helps interpret to the public what is being attempted and helps the public understand the criminal and what is required for his reassimilation into the community.

Since different institutions perform different functions and serve different categories of inmate, it is difficult to lay down program that applies to all institutions. There are eight aspects of program that need to be formally structured. These are Medical, Academic, Vocational, Recreational, Social, Spiritual, Individual Therapy and Counselling, and Group Counselling.

There are also informal relationships that develop between inmates and the staff. These informal relationships often provide the inmate with a model of the kind of person he would like to be and thus can make an important contribution to rehabilitation.

The formally-structured aspects of program should be developed with the following points in mind:

MEDICAL. This service should exceed the day-to-day physical needs of the inmates. The medical team have a part to play in the planning of a new prison, to ensure that the required space for medical facilities is provided, and that the design will ensure proper sanitation and general living conditions conducive to the inmate's good health. They can help in ensuring that the prison menus are based on good dietary principles. The medical staff should be on the team that plans and executes program, since medical diagnosis is necessary to determine the inmate's physical capacity for certain programs. The medical staff's observation of the inmate's personality and behaviour can add to the total knowledge of him. The medical staff have a role in connection with special groups of inmates such as alcoholics, drug addicts and sex offenders. Remedial medicine, including surgery, can be used to correct deformities that are a handicap to the inmate. The same is true of glandular or neurological conditions that may be contributing to the inmate's difficulties. Plastic surgery also has a place in prisons.

In general terms, the medical staff should do whatever is necessary to ensure that medicine is making its maximum contribution to the rehabilitation program.

Only emergency hospital facilities should be provided in a prison. Inmates who require hospitalization should be cared for in a community hospital, under guard when necessary.

Dental care should be provided within the institution. This is less expensive than transporting the inmates to the dentist.

To be fully effective, the medical service in a prison system should be associated with a broader medical service. The Department of Health should be asked to take on a major responsibility which involves recruiting, training and supervising the medical staff of the prisons. Channels should be opened for the exchange of ideas and information about correctional medicine, not only among the Provincial staff but also with prison medical staff from other provinces and countries. The Department of Health should also be asked to advise the Corrections Branch and the Department of Public Works as designs for new prisons are being developed.

It is recommended:

That the Department of Health be asked
to assume a major role in developing
a correctional medical service and
in advising the Corrections Branch and
the Department of Public Works as new
prisons are being designed.

The Alberta Medical Association and the University Medical Schools constitute further sources where consultation might be sought in the development of a medical correctional service. They might be particularly helpful in finding staff. Correctional medical service content might also be included in the curriculum of the medical schools.

ACADEMIC. The interest in, and ability to benefit from, an academic program will obviously vary greatly among the inmates. Many will be serving a sentence too short to justify academic classes, others will lack the competence or the interest. However, for those suited to it, the academic program that leads to any considerable up-grading can have a major impact on the inmate's future. It opens new occupational and other horizons, and prepares him for a different circle of friends.

Much of the academic program will be limited to preparing inmates for vocational courses, but it should be available for its own sake to those who want it and can benefit from it.

Most prison inmates have experienced failure and frustration in the regular school system and consequently have a low academic standing. The following table shows this.

Table 13

Educational Level Claimed by Adults
Sentenced to Alberta Prisons
April 1, 1966, to March 31, 1967

Education	Inmates
None	547
Grade I	72
Grade II	221
Grade III	346
Grade IV	585
Grade V	664
Grade VI	1,085
Grade VII	1,497
Grade VIII	3,482
Grade IX	1,895
Grade X	1,460
Grade XI	707
Grade XII	555
College or University	67
Total	13,182

Source: Annual Report of the Correctional
Institutions Superintendent

Because of their unsatisfactory previous school experience, the conventional approach to academic education used in regular schools will not work with prison inmates. New approaches are needed to attract their interest and new techniques and material are needed to hold it. Programmed learning is being used in many places with satisfactory results. So are correspondence courses, since they offer a wide selection and permit the individual to work at his own pace. However, correspondence courses should not be used as a substitute for a more active program.

As in the case of juveniles, adult inmates should, whenever possible, go outside the prison for academic training in schools with members of the community. This applies not only to schools offering up-grading towards vocational training, but to high schools, community colleges and universities. This is feasible only at the appropriate point in the inmate's development and cannot substitute fully for the academic program within the institution.

The inmate for whom an academic program is indicated should be permitted to work at it full-time, if that seems advisable, and he should not be penalized for the loss of pay or recognition.

There are advantages in the academic program in a prison being operated by an outside educational authority. This provides professional contacts for the teaching staff and thus helps maintain standards. It also facilitates the transfer of inmates to schools in the community at the appropriate time. The Department of Education should be asked to take on this responsibility. Departmental officials should also be asked to serve as consultants as new prison facilities are being designed.

The teaching staff within a prison should be part of the team that plans and executes program. They also have a role in staff training so all staff are aware of the potential in the academic program.

Most of these comments relate to institutions for longer-term inmates. The academic program in Detention Centres for those serving less than thirty days will obviously be limited. However they should be made familiar with the academic up-grading program available in the community and which they would be eligible to attend after discharge. For those interested and qualified, entry into the community schools after discharge could be arranged.

Among the short-term inmates are those who were involved in an educational program in

the community when sentenced. They should be given assistance in keeping up with the community academic program so they will be able to continue with it after discharge. The importance of this factor in inmates' adjustment to the community is obvious.

It is recommended:

That the Department of Education be asked to plan and operate an academic program in the prisons, and serve as consultant as new institutions are being designed.

An important adjunct to the academic program is the library. It should be carefully planned and competently staffed, and its deliberate use in program assured. It has a recreational as well as an academic function.

VOCATIONAL. The vocational program in prisons has two functions. One function is to prepare certain inmates for employment after discharge. The second function is to provide useful occupation for certain inmates, although many of them will not use the vocation after discharge.

The value of the vocational program in preparing inmates for post-discharge employment

must be kept in perspective. In itself, vocational training is not rehabilitation. In fact, it can have the effect of producing a better-qualified criminal. What needs priority attention is the inmate's motivation. If motivation is not improved, vocational training will be of little value. Once motivation is improved, however, vocational training can strengthen new resolve, give a feeling of accomplishment and self-confidence, and impart employment capabilities most useful in the inmate's efforts to lead a normal life after discharge.

The prison should not attempt elaborate vocational or trade training programs within its own walls. Instead, it should concentrate on increasing the inmate's interest in vocational training, assessing his chief interests and capabilities and providing up-grading training to ready him for vocational training.

As far as possible, the vocational training and the up-grading that may precede it should be given in community schools. Schools operated by the Department of Education would fit this function admirably.

A great deal of the vocational training will be centred in the two institutions for young adult offenders recommended in this report. However, there

will be older inmates, too, who can benefit from vocational training and such training should be available to them.

It is recommended:

That the Department of Education be asked
to plan and operate the vocational training
program in the prisons and to serve as
consultants as new institutions are being
designed.

Most of these comments relate primarily to institutions serving longer-term inmates. Vocational training is obviously difficult with inmates serving terms of less than thirty days in the Detention Centre. However, these inmates should be made familiar with vocational courses available in the community and which they would be eligible to take after discharge. For those interested and qualified, entry into the community schools after discharge could be arranged.

As with the teaching staff in the academic program, the vocational teaching staff should be part of the institutional team responsible for planning and executing program.

Special attention should be paid to developing vocational training of particular interest

to Indians. Many of the vocations usually taught may not be pertinent to the requirements of most Indians.

The utilization of the vocational program to keep inmates usefully occupied rather than to prepare them for specific employment after discharge involves quite different considerations. The emphasis can be on production. For this reason, the program is usually referred to as prison industries.

To be most effective in giving the inmates a healthy work experience, prison industries should provide a full day's hard work and concentrate on the production of useful goods or services. This involves the risk of objections from industry and organized labour about unfair competition. Selling products at market prices and avoiding undue concentration in any one industry can help meet these objections. So can disposal of products in non-competitive markets. For instance, the external aid program offers this kind of opportunity, at the same time involving the inmate in an altruistic program that may be a new experience for him. Welfare programs within the province constitute a similar opportunity. There is no real competition with industry and labour when such services as park clearing is done by inmates because it could not be done commercially in view of the cost.

In any case, these problems can be solved in discussion with industry and organized labour. Similar problems concerning industrial production arise in such other public institutions as mental hospitals and institutions for the handicapped. Discussions with industry and labour might profitably be expanded to include these other institutions.

It is recommended:

That discussions be opened between
the Government of Alberta, private
industry and organized labour, on prison
industries and the disposal of their
products. If these discussions could
cover industrial production in other
kinds of public institutions, that
would be an advantage.

One caution should be expressed in regard to prison industries. They can become too big, with the result that industrial production becomes the aim of the program. Rehabilitation is the proper goal and should always take precedence over industrial production.

RECREATIONAL. The recreation program should be under professional direction. Deliberately

used, it can foster team work and give experience in co-operative effort. Individual sports and handicrafts can give the inmate a feeling of accomplishment and self-confidence. Handicraft and art programs can give the inmate an outlet for some of his emotional conflicts. The recreational program can also provide useful occupation and an opportunity to expend excess physical energy.

The recreation program provides another opportunity to involve members of the community in the work of the prisons. Volunteer instructors can bring into the institution the kind of specialized skills possessed by outstanding athletes and artists not easily duplicated. The shared interest can help establish close relationships that are useful in therapy and after-care. Competition with teams from the community can provide direct community contact.

The Department of Youth's recreation specialists could be of assistance in operating prison recreation program. They could also be of assistance to the Corrections Branch and the Department of Public Works as new prisons are being designed, ensuring that appropriate recreation facilities are provided.

It is recommended:

That the Department of Youth be asked to
assist in planning and operating the
recreational program in the prisons and
to serve as consultant as plans for new
prisons are being developed.

Recreation staff should be given opportunities to keep up with developments in prison recreation in other provinces and in other countries.

The importance of the library in recreation should be stressed. Under qualified guidance, an inmate's reading schedule can become an important part of his program.

SOCIAL. In many prisons, the inmate population is formed into small groups and these groups are kept intact as much as possible in work and recreational activities. The inmates, in this way, can learn to function as members of a group. Social events and discussion groups involving members of the outside community are useful parts of program.

Visits from the inmate's family are a most important aspect of the social program and should be encouraged. In some instances, meetings between the inmate, his family, and a staff member, can help mend family relationships and prepare him for discharge.

Visits home by the inmate at an appropriate point in his progress should be a planned part of the program. This helps maintain family relationships within the normal setting of the home.

SPIRITUAL. The chaplaincy service is another resource which can, in the case of some inmates, be a major influence on motivation. Every inmate should know of the spiritual program available to him. For those who show interest, ample time should be provided in their programs for counselling with the chaplain.

Each institution should be served by a representative of the major faiths. Full-time chaplains have a great advantage over part-time chaplains because they are more available to the inmates during the week for spiritual counselling.

A central chaplaincy service should be developed within the Corrections Branch to select and train prison chaplains. This is a special function for a clergyman and one for which some members of the clergy are better suited than others. All need preparation for the task and should have opportunities for keeping up with developments in prison chaplaincy work in other provinces and in other countries.

Each prison should have a chapel and appropriate office space available for private discussions between the chaplain and inmate. Printed and similar material required by the chaplains should be available.

It is recommended:

That the Corrections Branch set up a
centralized chaplaincy service to
develop this service for all prisons
and training schools.

Relationships between the institution and community churches can provide an important link between the inmates and the community. Members of church groups can become involved in religious worship within the prison. In return, selected inmates can attend church service on the outside. They might also involve themselves in general church activities in the community. This gives the inmate an experience in working with groups to a common end and involves him in altruistic activities - something many inmates have never experienced. The relationships established with members of outside congregations can also be most useful to the inmate after discharge.

INDIVIDUAL THERAPY AND
COUNSELLING. During the period immediately following

admission to the reception unit, every inmate should be seen by the counselling staff. These interviews will help orient the inmate to the institution, tell him what he can expect and what is expected of him. Different choices of program can be interpreted and his interests and capacities tested. Further information about him can be obtained to help in the classification process. Problems related to his family can be explored and his mind set at rest as to their welfare. This is particularly important to married inmates with families and to young inmates who have a relationship with their parents.

For some inmates, individual counselling will cease after this period, to be resumed only in an emergency or when changes in program, including discharge, require exploration. In other cases, intensive individual therapy and counselling will continue for long periods.

The therapy and counselling services should be staffed by psychiatrists, psychologists and social workers.

GROUP COUNSELLING. Group discussions and counselling of many different orientations are used in many prisons. The term group therapy for these sessions should be avoided, and so should any attempt to

reach deep emotional levels. Group therapy so defined may be appropriate for selected inmates but it should be used carefully and under experienced, professional leadership.

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The inmate's program should be under constant review to reflect his progress or suggest another approach if his present program is not having the desired effect. This re-assessment should be undertaken by all members of the staff involved with the inmate, and the inmate himself, working as a team. The measures intended to keep the inmate in touch with the community, including home leaves and gradual release, should be part of his program.

These recommendations related to prison program would, if adopted, involve a number of Government Departments, individuals and community groups in the work of the prisons. This would present a problem of co-ordination if the prison program is to remain a unity and not become fragmented. Certain safeguards are necessary. The competence, prestige and authority of the warden must be such that he is accepted as the leader. Decisions involving program, including the planning and execution of individual programs, should be worked out

by staff as a team. Each staff member must clearly understand and accept his role and function so that he complements the efforts of his colleagues.

Prisoners who involve themselves conscientiously within the scope of their capabilities and treatment and training requirements should be paid. It may be more acceptable that the inmate involved in industrial production should be paid for his work than the one undergoing therapy. However, this policy would put inmates undergoing therapy or academic or vocational training at a disadvantage, despite the fact that these occupations may mean more in terms of the rehabilitation goals of the institution than does industrial production.

Wages are a useful incentive to effort, building self-reliance, and getting the inmate accustomed to the advantages of steady work and steady pay. Some of the money can be used by the inmate to pay his keep (obviously not the full cost of \$9.98 per day, but perhaps the cost of the food he eats which comes to eighty-nine cents per day); some of it can be used to build savings in preparation for discharge.

At present, at all Alberta correctional institutions except the forestry camps, each

inmate may earn up to \$1 per month, with a maximum of \$20 payable on discharge. In the camps, each inmate is paid fifty cents a day for a six-day week, and if he helps to fight forest fires, he receives the firefighting rate paid civilians. Free tobacco is issued twice a week in all institutions, including the camps.

It is recommended:

That a more adequate system of prison pay be introduced and that, although some occupations might pay more than others, all inmates who conscientiously involve themselves be included.

Personnel Personal relationships are the major factor leading to a change in the inmate's attitudes and social habits. These relationships include those with other inmates, with families and with volunteers. However, relationships between inmates and members of the staff are probably the most important. Rehabilitation programs in prison can, therefore, be successful only if all staff members are of top calibre and if they understand and accept a rehabilitation philosophy.

Within the institution there are many different jobs requiring staff with different

qualities and qualifications. All staff should have the training necessary to do the job. For unqualified staff to undertake any specific job is to invite failure and bring the rehabilitation process itself into undeserved disrepute.

Once the inmate is classified and in the main program, every staff member who comes in contact with him will play a vital role, positive or negative, in his rehabilitation. This is particularly true of the correctional officer. He is the staff member most frequently in contact with many inmates, far more frequently than the clinical staff. If the inmate sees in any staff member a pattern he wants to imitate, it is most likely to be a correctional officer.

To exercise his great responsibility, the correctional officer should regard his work as a lifetime career. He should be carefully selected for his ability to understand human behaviour and to establish good human relationships, among other qualities. He should also be able to function as part of a team. He should be carefully trained.

The employment of male staff to fill some positions in women's wings of the institutions, and the employment of female staff in the institutions for

men, particularly those for the young adult offender, should be considered part of policy. The aim of returning the inmate to the community should be constantly in view, and measures to approximate normalcy in the institution should always be favoured.

The employment of Indian staff and the use of Indian volunteers in the prisons should be stressed.

Buildings It is axiomatic that any building should be designed to serve its intended purpose. A correctional institution should be designed to express modern concepts of rehabilitation while providing the required security.

The following principles should guide Alberta's adult correctional institution building program:

1. THE MAXIMUM NUMBER OF INMATES IN ANY INSTITUTION SHOULD BE 200.
IN SPECIALIZED INSTITUTIONS THE MAXIMUM SHOULD BE LESS THAN 200.

The most appropriate size of a correctional institution depends on the program and type of inmate for which it is intended. However, it is desirable to keep each as small as feasible, and in no instance should

the inmate population exceed 200. The small institution is desirable so the staff can get to know each inmate personally and operate as a team. It is also desirable in order to control the inmate sub-culture noted earlier. Only in a small institution can the inmate sub-culture be controlled and even turned to positive use.

2. ALL INSTITUTIONS SHOULD BE
DESIGNED TO PERMIT THE
SEGREGATION OF THE INMATES
INTO SMALL GROUPS.

Segrating inmates into small groups helps control the inmate society and assists the staff to work as a team. It also makes it possible to deal with a wider range of inmates in one institution.

3. WHENEVER FEASIBLE, CORRECTIONAL
INSTITUTIONS SHOULD BE LOCATED
WITHIN, OR NEAR, A CENTRE THAT
HAS A WIDE RANGE OF APPROPRIATE
SERVICES.

There are a number of reasons
for this principle:

- a) It is easier to attract and hold competent staff in the urban setting.
- b) Part-time professional staff from the community can participate in the institution program.
- c) Community facilities such as schools, technical schools, clinics, hospitals, churches and universities are available to the institution.
- d) Staff training facilities in the community can be utilized by the institution.
- e) Pre-release planning is easier. After-care and employment services are more readily available.
- f) Visiting by relatives may be easier.
Many of the inmates may come from that community.
- g) Participation in the institution's program by athletic and recreation groups, Alcoholics Anonymous and similar organizations, is facilitated. This includes the inmate's participation in these activities in the community.
- h) The institution and the university, if there is one, can work together. This might include

field placement of students in the institution. University departments such as medicine, pedagogy, psychiatry, social work, psychology, law, sociology, theology, architecture and dietary science, might be involved.

- i) Although land costs may be higher, transportation, supply and repair services and other operating costs, may be less in an urban setting.

This principle does not, of course, apply to forestry and similar camps. They must be located where the work is being done. Detention Centres may also be an exception. They should be located to serve a geographical area and there may be no major population centre in the area. The institution should then be located near the largest town in the area, preferably where other services such as medical or welfare centres are located.

4. AS MUCH FLEXIBILITY AS POSSIBLE
SHOULD BE INCORPORATED INTO THE
DESIGN FOR A CORRECTIONAL
INSTITUTION.

Canada has suffered through prison construction policies that have resulted in large, rigid structures that cannot be adapted to changed use or new program demands. Programs developed within these fixed institutions cannot grow as requirements change or as research suggests new approaches.

Each institution should be planned to provide maximum flexibility and adaptability. There should be provision for gradual expansion as demands increase, as long as the desirable maximum population is not exceeded. Security provisions should be flexible. It should be possible to use the institution for a type of inmate other than that originally intended or even for non-correctional purposes.

5. PARTICULAR ATTENTION SHOULD BE
PAID TO THE NEED FOR PROGRAM AND
ADMINISTRATIVE SPACE, AND LOUNGE
AND LOCKER-ROOM SPACE FOR STAFF.

This point is obvious but it is often overlooked in correctional institution designs.

6. A CORRECTIONAL INSTITUTION SHOULD
BE NO MORE SECURE THAN IS REQUIRED
FOR THE SAFE CUSTODY OF THE TYPE OF
INMATE IT SERVES.

This is important since the atmosphere in the less secure institution is more conducive to rehabilitation. It is also important because minimum and medium security institutions are less expensive to build and operate than maximum security institutions.

7. REASONABLE PRIVACY FOR THE
INMATES SHOULD BE INCORPORATED
INTO INSTITUTIONAL DESIGNS.

Inmates, like everyone, require reasonable privacy. A feeling of self-respect must be instilled in the inmates and this is impossible in regimes that deal with them in depersonalized ways. Non-security cubicles are better than dormitories for some inmates. Toilet and shower facilities and change rooms should be designed with privacy in mind.

8. CORRECTIONAL INSTITUTIONS SHOULD
BE DESIGNED SO THEIR FUNCTION IS
NOT TOO OBVIOUS.

Correctional institutions can be designed to resemble other modern institutions such as schools and hospitals without sacrificing security. The non-punitive atmosphere is conducive to rehabilitation.

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Grouping prisons into complexes to provide for certain shared services, such as heating, is sometimes advocated. The saving in building or operating costs in such planning usually does not justify the limitations the shared location places on program and the degree of segregation possible. It is suggested that grouping prisons into complexes be avoided.

The Present
Institutions

There are four Provincial Gaols in Alberta and all sentenced prisoners come to them from the courts.

From there, selected inmates are screened into other institutions. These Gaols are also house those on remand or awaiting trial. These four Gaols are:

1. Fort Saskatchewan Provincial Gaol.
This institution has two satellite forestry camps. This institution has a unit in a separate building where all female inmates are held.
2. Calgary Provincial Gaol has three satellite forestry camps.
3. Lethbridge Provincial Gaol has one satellite forestry camp.
4. Peace River Provincial Gaol was opened only recently and is not yet in full operation.

Selected inmates from the Gaols are screened into one of the following institutions:

1. Bowden Institution. This institution serves males between 16 and 25 who are suited to an open setting and have the ability and motivation for vocational training. The Male Juvenile Institution forms a segment of this institution. The two age groups are housed separately and share vocational and recreational facilities on a rotating basis. The Nordegg Base Camp operates as a satellite of Bowden. Three forestry camps work out of the Nordegg Base Camp. Admission into the camps is not confined to those eligible for Bowden Institution.
2. Belmont Rehabilitation Centre receives inmates who are alcoholic during the last few weeks of their sentence. It is an open institution.

Two Series of Institutions

To meet Alberta's institutional requirements in the adult correctional field, two series of institutions are proposed: (a) Detention Centres and (b) Correctional Institutions.

Detention Centres

The Detention Centres would perform five functions:

1. To hold those on remand or awaiting trial. These inmates should be held in a separate wing of the institution. These inmates should be segregated into a number of small groups. This is necessary to provide for the many types of inmates to be housed, such as young offenders, the mentally ill, suicide risks, drug addicts, alcoholics and sex deviates. The degree of security should also vary.

2. To hold short-term inmates, perhaps those sentenced to less than thirty days. These inmates should be housed in a separate minimum security wing. They are needed in the Detention Centres to do maintenance work since those on remand cannot be required to work.

3. To provide a diagnostic service when the court requests clinical assessment of an inmate. To perform this function, it is important that the Detention Centre be located near mental health facilities so professional staff can be shared.

4. To provide classification facilities to determine in which Correctional Institution an inmate sentenced to prison will begin his sentence. Any report prepared for the court can also be used in classification.

5. To provide local facilities across the Province that can be utilized for special purposes.

Each Detention Centre should have a separate section for female inmates.

A series of Detention Centres across the Province would have these effects:

1. They would keep the most inmates near their home communities.
2. They would house all those for whom only a very elementary program is possible, thus relieving the Correctional Institutions of what constitutes an obstruction to the performance of their major responsibilities.
3. They would house those among whom in-and-out traffic and turnover is greatest, thus relieving the Correctional Institutions of another annoyance.

4. They would make it possible to confine the use of the Edmonton and Calgary city jails and the Royal Canadian Mounted Police guardrooms to their proper function of holding those awaiting initial court appearance for a few hours only.
5. They would provide an opportunity for experimentation in effective program for those sentenced to less than thirty days, since all those serving such sentences would be together in a separate wing of the institution and not mixed up with longer-term prisoners.
6. They would provide facilities for classifying inmates before they go into a Correctional Institution.

Just how many of these institutions Alberta will eventually need cannot yet be predicted. However, it is anticipated that over the years, as the population grows and concentrates in new areas, the

number of Detention Centres may increase.

Three Detention Centres should be built as soon as funds can be made available. They are, in order of priority:

Edmonton Detention Centre

Remand requirements for males:	
Maximum Security:	40
Medium Security:	40
Requirements for short-term male inmates:	90
Requirements for remand, short-term and long-term female inmates:	
Maximum Security	5
Medium Security	10
Minimum Security:	15
Total maximum for the Institution:	200

Calgary Detention Centre

Present remand requirements for males:	
Maximum Security:	30
Medium Security:	30
Present requirements for short-term male inmates:	100
Present requirements for remand and short-term female inmates:	
Medium Security:	10
Minimum Security:	15
Future maximum for the Institution:	200

Lethbridge Detention Centre

Present remand requirements:	
Maximum Security:	15
Medium Security:	15
Present requirements for short-term male inmates:	100
Present requirements for remand and short-term female inmates:	
Medium Security:	5
Minimum Security:	10
Future maximum for the Institution:	200

The Lethbridge Provincial Gaol buildings have deteriorated to the point where they should be abandoned. The suggested new Lethbridge Detention Centre will replace it. However, it is suggested that the Detention Centres in Edmonton and Calgary be constructed first. This means that the present Lethbridge Provincial Gaol buildings will be in use for several years. Some immediate renovations are required to make them suitable for continued use for that period and these renovations should be given top priority.

The new institution recently completed at Peace River should serve as a Detention Centre for that area.

Inmates serving less than thirty days in the Detention Centre are considered minimum security risks. If their numbers in any one Detention Centre

exceed the space, the excess could be cared for in a camp.

Correctional Institutions

The Correctional Institutions would receive inmates sentenced to more than thirty days. Each inmate would be sent to the Correctional Institution that offers the program best suited to him.

Two institutions offering a more general program for inmates not identified through classification as appropriate for one of the specialized institutions are suggested. These two institutions would provide some regionalization since they would offer similar programs in different parts of the Province. They are:

Edmonton Correctional Institution

Maximum population: 200

The Fort Saskatchewan

Provincial Gaol buildings have deteriorated to the point where they should be abandoned. The suggested Edmonton Correctional Institution would replace it. However, the new Institution might be located nearer Edmonton.

Construction of the suggested Edmonton Detention Centre would make it possible to reduce the size of the Edmonton Correctional Institution to the desired maximum of 200.

Calgary Correctional Institution

Maximum population: 200

The Calgary Provincial Gaol would be converted to this use. Building the suggested Calgary Detention Centre would relieve the pressure on the Calgary Correctional Institution and make it possible to reduce the population to the desired maximum of 200.

It has been suggested in this report that the Institution built recently at Peace River serve as the Detention Centre for that area. However, because of distances and the facilities available in the new Institution, it could also serve as a Correctional Institution for the area.

Three specialized institutions offering a program for a defined type of inmate are recommended. Two would serve young adult offenders and one those requiring a sheltered environment.

The terminology associated with correctional institutions presents difficulties. In these pages a descriptive title has been assigned to each institution to help identify it. It might be better once the institutions are built to give each a title that has no connection with its function.

Training Centre for Young Adults

Maximum population: 125

This Institution would serve young offenders under 25 years of age suited to an open institution and who have the motivation and ability to undertake an academic or vocational program. The present Belmont Rehabilitation Centre building would be converted to serve this purpose.

Young Adults Unit

Maximum population: 80

This Institution would serve young adults in the same age group - under 25 - but who present more difficult behaviour problems, those who could not fit into an open institution and do not have the desired attitude towards training. The present Alberta Institution for Girls would be converted for this use.

Bowden Institution

Maximum population: 150

This Institution would serve those inmates requiring a sheltered environment. There are two groups involved, those of limited mental capacity unable to benefit from programs in the other institutions and who are exploited by other inmates, and alcoholics who have not

responded to treatment and who have reached a stage where they are unable to care for themselves adequately.

The present buildings at Bowden are well suited to this function. The building housing the juveniles could be turned into a reception unit with some security. Simple work on the farm or other activities would keep the inmates busy. Efforts could be made to find suitable training for limited occupations for those young enough to benefit and perhaps learn to support themselves in the community.

The Camps

The forestry camps operated by the Corrections Branch constitute another specialized setting. Many of them serve minimum security inmates who cannot participate in a more concentrated program because of length of sentence or for some other reason. However, camps can be used for other types of inmate. Some provinces have experimented with the use of camps for certain types of young adults who find it easier to establish a good relationship with adults in a hard physical setting. Teamwork, leadership and self-confidence can be fostered by overcoming physical obstacles. The camps can also be used in vocational training for such occupations as forestry control.

The Camps provide some regionalization of services since they are spread over different parts of the Province.

The excellent working relationship that has been developed by the Corrections Branch and the Department of Lands and Forests in the operation of these Camps is an example of the way different Departments can collaborate to produce a prison program that calls on the special expertise available in the various Departments but which is, at the same time, unified.

In the future, when the number of inmates warrants further building, it may be possible to provide further specialization or regionalization by building duplicate constellations of specialized institutions near Calgary.

Transportation
of Prisoners

At present, the Royal Canadian Mounted Police transfer all prisoners under contract with the Provincial Government. This is an unusual role for the police and might be more rationally performed by the Corrections Branch.

It is recommended:

That the Corrections Branch develop and
operate its own prison transportation
service.

21. PAROLE

At present, the National Parole Board and Service is responsible for parole of inmates of provincial institutions sentenced for an offence under a federal statute. The province has authority to institute parole for inmates sentenced under provincial statutes, but the effect is limited since most of these inmates are serving very short sentences.

The arrangement whereby the province is responsible for an inmate during his term in prison while the federal government is responsible for deciding whether he should be granted parole and for supervising him if he is granted parole, is illogical and awkward. The correctional services cannot discharge their rehabilitative function unless they operate as an inter-related sequence. The inmate's program must be readily adaptable to reflect his progress. This is

possible only if the provincial authorities are responsible for him throughout his correctional career.

Such modern programs as work-release also require a day parole granted by the National Parole Board. A procedure for making flexible decisions regarding an inmate's readiness for work-release is needed. This could be arranged more simply if the province assumed authority for parole over all inmates of provincial institutions.

It is recommended:

That the Government of Alberta enter into discussions with the Governments of Canada and the other Provinces with a view to the assumption by the Province of responsibility for parole as it applies to all inmates of Provincial institutions.

This would require Provincial parole legislation that should be incorporated into the Alberta Corrections Act recommended elsewhere in this report. It would also require the creation of an Alberta Parole Board with authority to grant, deny, suspend and revoke parole. This Board should be quasi-judicial in nature and independent of any other authority. It should be made up

of representatives from the many disciplines associated with corrections, such as the police, the bench, the the correctional services, psychiatry, social work and psychology.

Responsibility for the supervision of parolees would then be assumed by the Provincial Probation Service which would become the Alberta Probation and Parole Service. Service could be purchased from such private agencies as the John Howard Society and the Salvation Army which now supervises parolees on a purchase basis for the National Parole Service.

These parole provisions would also apply to those sentenced under Provincial statutes.

Provincial parole boards are already operating efficiently in a number of provinces. Only in Ontario and British Columbia does the Parole Board have authority over inmates sentenced under federal statutes. In those two Provinces a system of combined definite and indefinite sentences makes this possible. In all other provinces that have parole boards, their authority is limited to those sentenced under provincial statutes.

Financial
Implications

Operating a system of parole in Alberta would not be costly. It costs \$3,276.70

a year to keep an inmate in a provincial prison and about \$700 to supervise him on probation, and supervising him on parole would cost about the same as probation. If the number released on parole were increased, the new system would decrease costs, in addition to the rehabilitative advantages. The Provincial Probation Service last year supervised forty-one parolees at the request of the National Parole Service, without financial compensation. This means that part of the task of supervision is already being performed by the Provincial Probation Service.

22. AFTER-CARE FOR ADULTS

The crucial phase in the rehabilitation of the adult offender is his return to the community. He may have learned dependency in the institution and may find it difficult to resume responsibility for his own decisions. He may miss the security of the institution and fear the competition of the community. If he has a family, he has to work out his relationships with them and resume his place as husband and father. This is not always easy for a man coming out of prison. He has to find employment. He may learn that his criminal record is a handicap to finding a suitable job. If he cannot find suitable employment, he may be forced back into illegal ways of earning a living. He has to establish social relationships with neighbours and friends, old or new. Again he may find his criminal record a handicap with people other than those who have also been in prison.

The woman offender faces much the same handicaps, although society may ostracize a woman who has been a criminal even more than a man.

Consolidation of the offender's progress in the institution depends on finding a solution to the problems he faces after discharge. To help him through this period, he should be released wherever possible under parole or statutory release, under the authority of a parole officer. The control the parole officer provides is important but it is not enough. Counselling to help him solve his personal, social, and economic problems is also necessary. Material assistance is often necessary until he is earning a regular income. Any money saved from his prison pay can be of great assistance after release.

In a real sense, the whole prison program is a preparation for release, although parts of it are more obviously aimed at assisting in after-care adjustment. The presence of members of the community in the institution as part of sports, social, religious or recreation programs, is the beginning. This helps the inmate feel the community is not against him and that there will be a place for him after he is discharged.

Visits by the inmate in the community are the next step. This may begin as relatively short visits for athletic or social occasions, or attendance at church. It may eventually extend to the inmate's attending a downtown school or working downtown full-time, returning to the institution at night.

Home visits are important since they provide an opportunity to maintain normal family relationships in appropriate surroundings. Visits by the family to the inmate in the institution are also important and should be encouraged.

Hostel facilities are needed for some inmates on after-care, particularly young adults who cannot return to their own home. These institutions could operate under private or public auspices. It was suggested earlier in this report that the Department of Youth be asked to take responsibility for co-ordinating the after-care hostel system for offenders under 25.

The Provincial Probation and Parole Service should take primary responsibility for developing and co-ordinating after-care facilities for inmates coming out of Provincial institutions since this program is so closely related to parole. Private services of acceptable standards should be utilized. This includes hostel care.

It is recommended:

That the Provincial Probation and Parole Service take responsibility for developing and co-ordinating after-care facilities for adult offenders released from Provincial prisons, and that facilities operated by private agencies or other Departments be utilized where those services come up to required standards.

In addition to the formal supervision by the parole officer, it is of great assistance if a member of the community acts as a friend in helping the ex-inmate get settled. This is best accomplished if the inmate and the helping citizen get to know each other while the inmate is still in prison. This way they learn if they are compatible or if another member of the community should be teamed with that particular inmate. These relationships established in the institution can then be carried into the community after the offender is released.

Members of the Indian community should be brought into this volunteer program to help in relation to Indian offenders.

D. GENERAL

23. HEAD-OFFICE ADMINISTRATIVE ORGANIZATION

The head-office administrative organization should accommodate the following goals:

1. The differences between law enforcement, judicial and correctional services should be recognized. It was emphasized earlier in this report that the three share the common aim of protecting the public against criminal activity and that their efforts should be complementary. However, each carries a unique responsibility and this should be recognized in the administrative organization.
2. The importance of corrections in the reduction of anti-social activity and the quality of the staff needed to perform

this function should be recognized.

This involves an up-graded status within the public service.

4. The various head-office positions should be so defined that:

- a) the responsibility of each is clearly understood
- b) each constitutes a manageable task
- c) there is no over-lap between them
- d) every function to be performed is clearly assigned

The present name of the Department within which the correctional services are located - the Department of the Attorney General - may suggest too narrow an interpretation of the functions it performs. The name may imply that the Department is interested only in the technicalities and routines of law enforcement, whereas its interests extend into broader areas of ensuring justice for the citizens of Alberta (e.g. legal aid and debt consolidation) and into corrections. This broader emphasis has been recognized in some other Canadian provinces by changing the name to Department of Justice.

It is recommended:

That consideration be given to changing
the name of the Department of the Attorney
General to the Department of Justice.

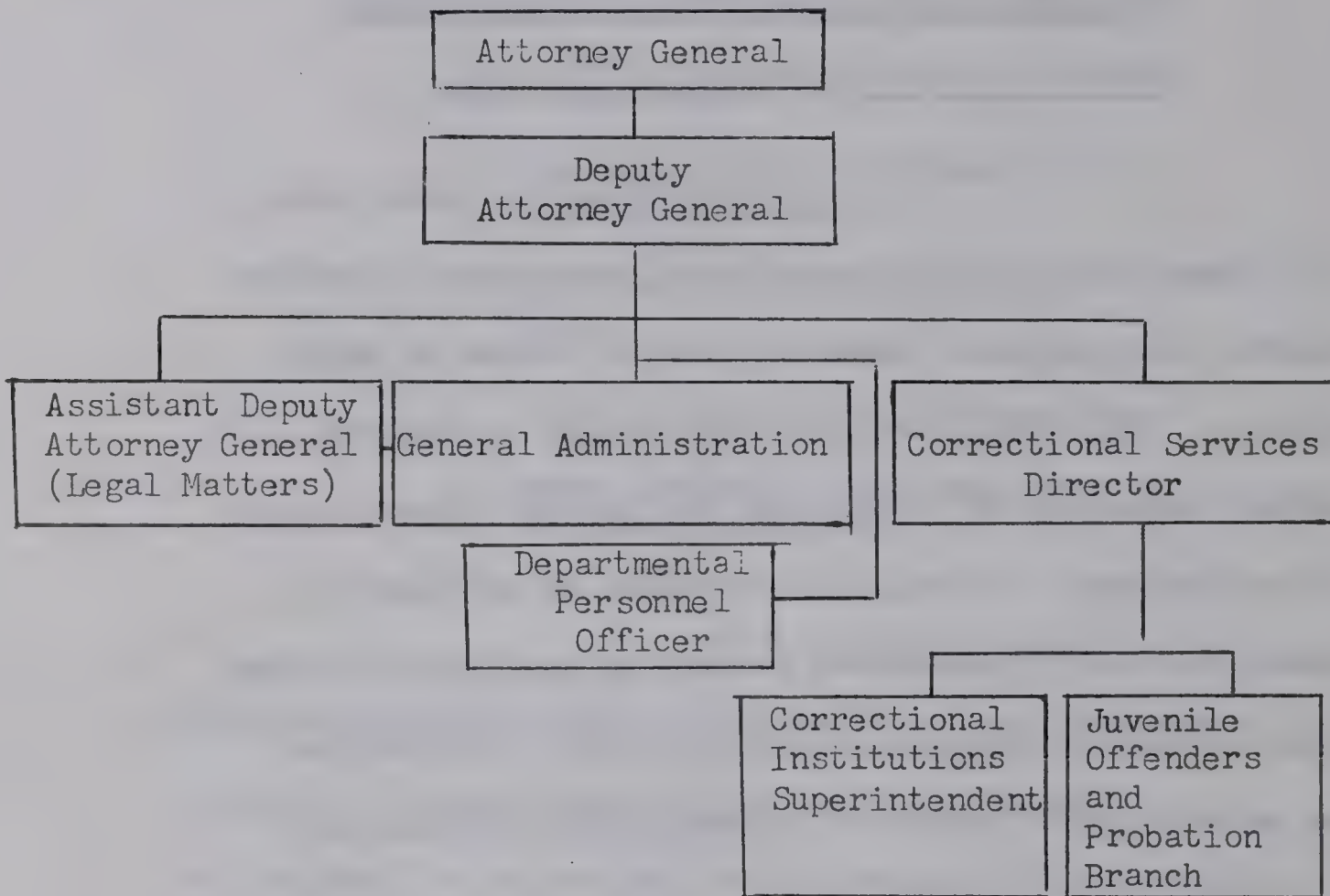
To accommodate these goals, it is important that the position of Correctional Services Director be up-graded, hopefully to the status of Deputy Minister. This would recognize the proper status and special character of corrections and provide direct access to the Minister. It would also involve an increase in salary that would leave room for hiring qualified planning staff and for raising the salaries of such officials as the wardens and directors of correctional institutions.

It is recommended:

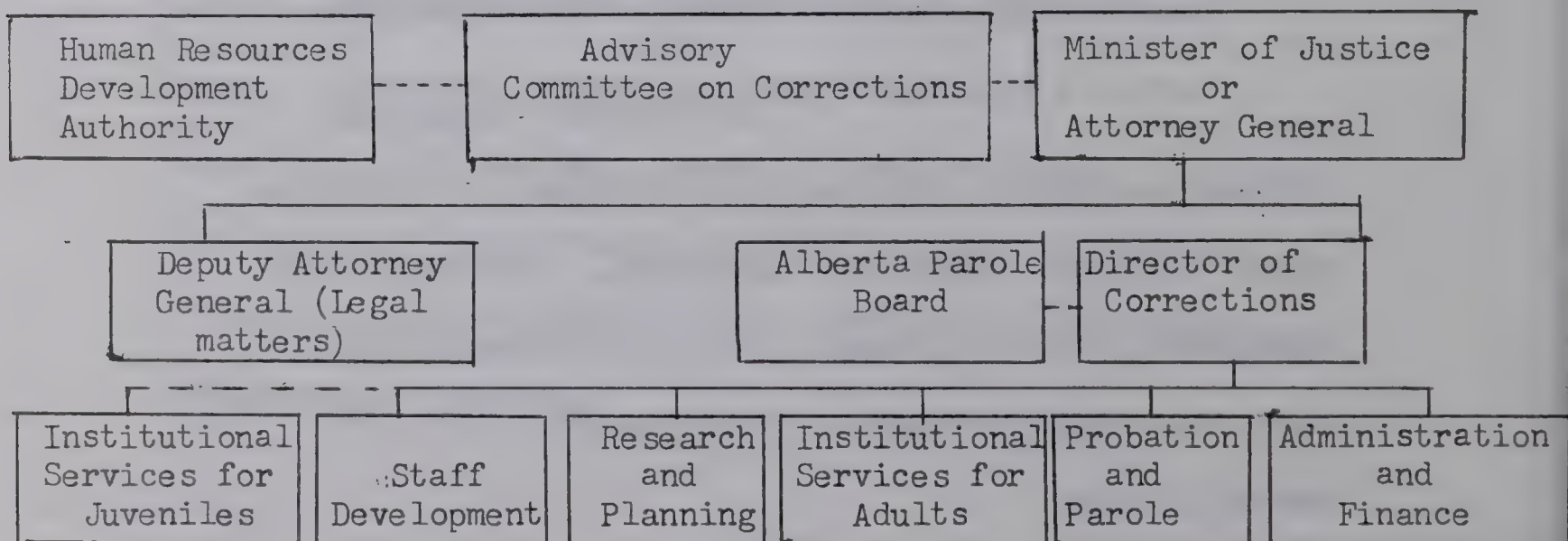
That the position of Director of Corrections
be raised to the status of Deputy Minister.

If there are technical difficulties within civil service practices to having two deputy ministers within one department, then some other arrangement should be sought that will accomplish the above aims without actually conferring the status of Deputy Minister.

The present head-office
administrative organization is:



The suggested administrative
organization would be:



24. STAFF DEVELOPMENT

The staff are the most important factor in any correctional system. New buildings and program will accomplish little unless they are competently staffed. On the other hand, competent staff can operate effectively even in outmoded facilities.

The relationship between the staff and the offender is the major influence for change in an offender's motivation and social habits. Facilities and programs only provide a setting for this relationship to develop.

The most important staff members to many inmates are the correctional officers or supervisors, whatever their title, because it is with them that many inmates spend most of their time. Some inmates may see the professional therapist only occasionally; they

spend most of their working day with the correctional officer or supervisor.

It follows that the approach to inmate rehabilitation should be a team approach, involving all staff, not just in supervision, but also in planning, re-assessing and implementing the rehabilitation program for the inmate.

Staff in any field operate at maximum efficiency only if they feel they are part of a progressive service. They must know exactly what functions they are expected to perform and must feel competent to carry them out. This requires a training program that imparts the required technical competence. They must know they have sufficient facilities to work effectively, that they have the support of the administration, and that no arbitrary obstacles will block their efforts. It is also important for them to know that their profession stands high in public regard. In other words, they must feel they can be proud of the job they are doing.

Part of the difficulty in the corrections field is often the lack of clear-cut aims, leaving the staff uncertain about just what they are expected to do. It should be clearly stated that the aim is to take whatever course of action, within the scope

permitted by the sentence of the court and the requirement to protect the public through appropriate security measures. will return the offender to the community as a contributing member at the earliest possible date.

It is important that lateral and horizontal channels of communication be opened within the correctional services. Staff at all levels should participate in developing the system as a whole. This requires specific channels through which any staff suggestions can quickly reach the official responsible for planning, where they can be assessed and, if approved, implemented.

Staff doing the same job throughout the Province should be able to exchange information and share experience. This can be partly accomplished through written material but annual conferences that bring staff together are most important.

Staff should be able to keep in touch with developments in corrections, particularly in their own specialty, throughout Canada and in other countries. This can be accomplished through professional journals and other published literature, the circulation of a newsletter, attendance at conferences outside Alberta, workshops and lectures.

Because of the urgency and importance of bringing Indian staff into the services, adjusting admission standards for Indian staff should be considered. Once in the service, they should be expected to take the same training and meet the same qualifications for promotion to higher grades as other staff.

A Career Service The aim is to develop a career service in the correctional field in Alberta. A career service would involve:

- 1) Selection procedures that ensure the hiring of recruits with the potential to become efficient officers;

- 2) Job specifications that are clearly set out.

It has been suggested that at present there are an insufficient proportion of senior staff to junior staff within the institutions. The result is that junior staff are carrying responsibilities that should be assigned to more senior staff. Night shifts, for instance, are often under the supervision of a Correctional Officer 1 where a Correctional Officer 3 is indicated. The same is true of work-parties. Staff members with the title of Correctional Officer are

serving as cooks and in other specialist capacities without specialist rating or salary adjustments;

- 3) Salaries should be adequate and related to the importance of the work. Probably the chief competition for recruits who might join the staff of the institutions comes from the police forces and salaries should be comparable;
- 4) Working conditions should be competitive. This includes such matters as holidays, fringe benefits and retirement provisions;
- 5) A training program that fully prepares the recruit for his job.

Staff
Training

To meet these heavy staff training requirements, the following steps are indicated:

1. Each new staff recruit should be hired on a year's trial basis. He should be released at any time during that year if it becomes obvious that he will not become an efficient member of the staff.
2. Each new staff member should be given an indoctrination course of about six weeks'

duration before beginning his duties. This course could be given either within the service or in connection with an outside facility, perhaps in conjunction with the correctional staff training program being developed at Mount Royal College in Calgary.

3. A four-grade pattern in each specialty should be developed. This would apply, for instance, to correctional officers within the institutions and to probation officers. The qualifications required for each grade should be fully set out and an increase in salary should accompany promotion from one grade to another.
4. A four-year in-service training program should be developed, related to the four-grade pattern within each specialty. Training should be spread over the twelve month period in a work-learn arrangement where what is learned in lectures is tested in practice. New staff members who fail the first year should be released. Those who fail in later years should be expected to repeat. All staff should be expected to

participate and continue until the four-year course is completed. It is suggested that the operation of the plan similar to this in the Saskatchewan correctional services be examined.

5. Bursaries should be available for selected staff, including those who are being groomed for senior positions, to enable them to attend schools or universities. Training in the correctional course being developed at Mount Royal College or at a university in Alberta or outside might be included.
6. Special courses of an in-service nature for special groups of staff would also be necessary. These would vary according to the needs.

To make the extensive training program envisaged here possible, a training cadre above the regular complement of staff is indicated.

The value of common training courses for staff from different specialties should be stressed. For instance, probation officers and classification

officers could share training. Policy should allow regular transfer of staff members between the two jobs so that they would have a fuller understanding of the whole process.

Special arrangements would be necessary to fit present staff into the training scheme outlined above. Perhaps brief courses on special aspects of the training might be arranged, recognizing that their experience on the job will have acquainted these staff members with much of the knowledge related to general course content. Special examinations might then make it possible for them to move more quickly into the higher grades.

A staff development program of the nature and extent contemplated here will require a full-time professionally-qualified director.

It is recommended:

That a full-time professionally-qualified
Director of Staff Development be appointed,
his position to fit into the administrative
chart as set out in the preceding section
of this report.

An advisory committee would be of great help to the Director of Staff Development. This

advisory committee should include representatives of staff from various settings and at various levels as well as personnel experts from outside the Corrections Branch. Such a Committee would ensure better insight among staff as to the objectives of the total corrections program and specifically of the personnel program, and would ensure that training and practice are kept closely related. Also, the more people involved in training, the more commitment there is to its success.

It is recommended:

That a Staff Development Advisory
Committee be established to assist
the Director of Staff Development.

The staff of the Public Service Commission Personnel Administration Office undertook a survey of the qualifications of all staff in the training schools and prisons in Alberta as part of this Alberta Penology Study. Their recommendations growing out of that survey are attached to this report as Appendix C.

25. RESEARCH AND PLANNING

Every correctional program should be under constant review to test its effectiveness in accomplishing its aims and to seek more effective ways of doing things. A search for more economical ways of accomplishing equal results should be included. If two programs are equally effective, the less expensive should be adopted.

Such planned review requires many things. One is an efficient system of records so that an accurate history of an inmate's progress will be available. Accurate and complete statistics are also important. The new statistical system being developed in Alberta jointly by the Department of the Attorney General and the Criminal Statistics Section of the Dominion Bureau of Statistics offers promise of much improved statistics. Care should be taken as this new system is developed that

it fit as well as possible into the wider system being developed within the Province by the Data Centre. This statistical material should be available on short notice any time throughout the year if it is to be of maximum use in planning. The system should be developed in a way to make this possible. Statistics related to the correctional services administered by the Cities of Edmonton and Calgary should be included in the Provincial statistics so a complete picture will be available.

A channel of communication of ideas based on staff experiences to the head of research and planning should be established.

Results of research and experimentation in other provinces and in other countries that might be adapted for use in Alberta is one of the most economical ways of gathering some of the knowledge essential to correctional planning.

Research contracted with university staff members and others also has an important role to play as correctional plans are developed.

Such a research and planning program requires a full-time, professionally-qualified director.

It is recommended:

That a full-time professionally-qualified
Director of Research and Planning be
appointed, his position to fit into the
administrative chart as set out earlier
in this report.

The financial savings that can arise from the work of such an official should be stressed. Not only can he help assure that mistakes are avoided, but he will save many times his own salary through an organized search for more efficient procedures.

It is suggested that the Human Resources Research Council might establish a special fund for research in law enforcement and corrections. Such a fund might be used to contract research requested by the Attorney General's Department and to stimulate independent research.

26. PUBLIC PARTICIPATION AND INFORMATION

This report has stressed the necessity of involving the public in the corrections field. It has been suggested that members of the public should be directly involved in the operating programs, both within the institutions and in the community. It has recognized that the re-acceptance of the offender in the community is the final step in rehabilitation without which all that has gone before is lost.

The necessity for public support of a modern correctional program is also recognized. In the final analysis, the attitudes of the public towards offenders will set the tone of these services. The public also pays for the correctional services and members of the public have a right to indicate how its taxes will be spent. They have a right to know that good correctional services are expensive to operate, although probably no more

expensive to operate than poor services. The greatest waste of money in a correctional system is failure to rehabilitate.

Further ways should be sought to involve the public in the corrections field and to keep them informed on pertinent issues.

One important way is to include members of the public on policy planning committees. The recent appointment of the Corrections Advisory Committee, made up of members of the community, is a welcome development.

Another effective way would be in establishing a co-ordinating association similar to bodies already established in some other provinces. Such an independent organization would bring together the police, members of the Bench, the correctional service, both public and private, and members of the public, in a common examination of law-enforcement, legal and correctional problems.

Such an organization should be independent, but if it is to be effective, it will need staff, at least on a part-time basis. The Provincial Government might consider a sufficient grant which, along with income from membership fees, would make it possible for the association to hire part-time staff.

The use of volunteers in the correctional services would, of course, need to be carefully organized. It would obviously be impractical, for instance, for large numbers of the public to be moving in and out of the correctional institutions on an unscheduled basis. Also, only those members of the public who are willing and able to devote considerable time to being trained can gain the required competence. However, there is no limit on the number of the citizens of Alberta who could be involved in less demanding ways in the corrections field, learning what the correctional services are trying to do and the problems they face, and promoting general support.

It is recommended:

That a co-ordinating association in the
fields of law-enforcement and corrections
be established in Alberta.

Another desirable innovation would be a course in Alberta schools on principles and procedures underlying Canadian criminal law. No person respects that which he does not understand and yet we ask youth to obey laws they do not understand. Such a program would not be considered prevention, nor would it be intended for delinquent youth. Instead, it would be intended

for all youth in the hope of raising the understanding of the law throughout the public. Our criminal laws and procedures are not perfect, but they are good and they can stand up to detailed examination and win respect. Criticism can then be based on knowledge rather than ignorance and can lead to constructive results.

Such a course would also provide an opportunity for youth to meet the policeman, the magistrate, the juvenile court judge, and the probation officer in a positive setting.

It is recommended:

That a course intended to help youth understand the principles and procedures underlying our criminal law be introduced into Alberta schools.

The private after-care agencies represent an important resource for involving the public in the corrections field. Members of the public serve on the agency board and are involved in the agency's program.

These agencies could play an expanded role as the system visualized in this report is introduced. They could help in recruiting, selecting,

training and supervising volunteers who are to serve as friends to the discharged inmate and who are to establish a relationship with the inmate before he is released. They could help in providing hostel facilities. They could help in supervising parolees.

However, if the private agencies are to assume this kind of expanded role, it must be on the basis of a partnership between the public and the private agency, based on mutual respect and a harmonious relationship among the staff involved. In the past, the private after-care agencies have served two functions, that of a public pressure group and that of providing a direct service in parole and after-care. These two roles conflict, since the role of pressure group sometimes alienates the staffs of the public services - the people with whom the private agency must have a cordial working relationship if they are to perform the direct service function.

The pressure function performed by the private after-care agencies across Canada has been extremely effective in bringing about penal reform. However, it is to be hoped the time will come when they can instead become partners in public planning. This presupposes a stage of development within the public service where the critical role played by the private agencies is no longer needed. It

also presupposes a readiness on the part of the public services to involve the community in correctional planning.

Perhaps this time has come in Alberta. The appointment of the Corrections Advisory Committee is a beginning.

If the private agencies are to assume an expanded role in relation to Provincial corrections, it will be necessary for the Government to help meet their financial requirements. On the whole, this would probably cost the Government less than hiring sufficient staff in the public services to carry the full load.

E. IMPLEMENTATION

27. THE TOTAL INSTITUTION BUILDING PROGRAM

The combined building and major renovation program required to implement the recommendations in this report relating to institutional care for both juveniles and adults could be broken into three phases. The estimates of costs and the proposed activity and approvals schedule were prepared by the Department of Public Works.

PHASE I

Edmonton Detention Centre (new)	\$6,671,840
Calgary Detention Centre (new)	\$6,671,840
Alberta Training School, Edmonton (new)	\$1,983,550
Alberta Training School, Calgary (new)	\$1,983,550
<u>Renovation of Lethbridge Provincial Gaol</u>)
of a temporary nature so it can)
operate until replaced)

PHASE II

<u>Renovation of present Belmont Rehabilitation</u>)
Centre to serve as the Training Centre)
for young adults)
) The cost of
) these renova-
) tions is
) impossible
) to estimate
) without an
) approved
) building program

PHASE II (continued)

Renovation of present Alberta Institution)
 for Girls to serve as the Young)
 Adults Unit.)

Renovation of Bowden Institution to serve)
 inmates requiring a sheltered)
 environment)

Phase IIILethbridge Detention Centre

This will permit the demolition of the
 deteriorated buildings used by the
 Lethbridge Provincial Gaol (new).

\$6,671,840

Edmonton Correctional Institution

This will permit the demolition of
 the deteriorated buildings used by
 the Fort Saskatchewan Provincial
 Gaol (new)

\$6,671,840

Note: See following pages for a
 detailed approximate cost
 breakdown and building
 schedule.

Cost Schedule of Proposed
Alberta Training Schools

80 People	Occupancy
10 Persons	Number of Persons per Cottage
3700 Sq. Ft.	Total Floor Area of Cottage
370 Sq. Ft.	Sq. Ft. per Person
\$59,200	Cost of Each Cottage
\$16	Cost per Sq. Ft.
\$473,600	Cost of 8 Cottages

65,650 Sq. Ft.	Total Floor Area of Admin- istration and School including Classrooms, Laboratories, Gymnasium, Swimming Pool, etc., but Excluding Staff Living Quarters
\$1,509,950	Cost of Above Building
\$23	Cost per Sq. Ft.
60 - 100 Acres	Total Land Area Required For Project
\$1,983,550	Total Cost of Project
\$20.70	Cost per Sq. Ft.

Note: The above figures are estimates only of a hypothetical project based on assumptions comparative to the Alberta Institute for Girls. Until such time as a building program has been approved, these figures should be used as guidelines only.

Cost Schedule of Proposed Detention Centres
and Edmonton Correctional Institution

200 Inmates	Occupancy
207,200 Sq. Ft.	Building Area
103.6 Sq. Ft.	Sq. Ft. Per Inmate
\$6,671,840	Cost of Project
\$32.20	Cost per Sq. Ft.
53.40 as per Belmont Alcoholics Centre	Total Land Area

Note: The above figures are estimates only of a hypothetical project based on assumptions available at the present time. Until such time as a building program has been approved, these figures should be used as guidelines only.

Every attempt will be made for savings in the over-all project costs, once detailed building program is established and agreed with all Government Departments concerned.

1. Formation of a building planning committee as recommended by the report.
 - (a) Attorney General
 - (b) Public Works
 - (c) Health
 - (d) Education
 - (e) Youth
 - (f) School Board

ACTIVITY

2. Development of a building program by the building planning committee.
3. Selection of possible sites with recommendations to purchase.

1. Acquisition of land.
2. Preparation of master plan.

1. Preparation of building design sketches, estimates and construction phasing.

1. Preparation of working drawings and specifications.
2. Preparation of pre-tender report with final estimated building cost.

1. Tender award
2. Building completion.

TIME REQUIRED	A	4 - 8 Months	B	2½ Months	C	4 - 8 Months	D	2½ Months	E	4 Months	F	2½ Months	G	6 - 12 Months	H	2½ Months	I	9 - 18 Months
MONIES REQUIRED						Land Costs, Consultant's Fees				Consultant's Fees				Consultant's Fees				Total Building Cost

APPROVAL

1. Approval of the building program.
 - (a) Attorney General
 - (b) Treasury Board
2. Approval of site.
 - (a) Attorney General
 - (b) Public Works
 - (c) Treasury Board
 - (d) Committee?

1. Approval of master plan.
 - (a) Public Works
 - (b) Attorney General
 - (c) Committee?

1. Approval of design sketches.
 - (a) Public Works
 - (b) Attorney General
 - (c) Treasury Board
 - (d) Committee?

1. Approval for construction
 - (a) Public Works
 - (b) Attorney General
 - (c) Treasury Board
 - (d) Committee?

PROPOSED ACTIVITY AND APPROVALS SCHEDULE

NOTE: 1. Schedule begins from date of receipt of approval to proceed.

2. This schedule applies to Phases I and III.

In Phase II steps "C" and "D" may not apply, dependent on the extent of the building program, however, future expansion of provisions (not occupancy) must be considered. Steps "G" and "I" may be reduced dependent on extent of renovations.

3. Time intervals are (minimum) estimates only.

4. Time intervals for steps "C", "G" and "I" are variable dependent on design complexity and building cost.

5. This is a schedule for one building project requiring one building program. One committee cannot be expected to prepare all building programs in the interval shown.

28. ALBERTA CORRECTIONS ACT

A Provincial Corrections Act is suggested to facilitate the workings of the correctional system and to provide for integrated policies and program. In addition to the necessary legal provisions, the Act should set out the principles on which the system is based.

It is recommended:

That an Alberta Corrections Act be enacted.

29. CONTINUATION OF THE
CONSULTATIVE GROUP

The Penology Study Consultative Group has proved a most effective channel for an integrated approach to correctional planning. This Group could continue to play a useful function as the recommendations in this report are further elaborated and implemented.

It is recommended:

That the Penology Study Consultative Group,
augmented by representatives from the
Departments of Education, Health and
Youth, continue to function during the
implementation stage of this study.

APPENDICES

Appendix A

Geographical Distribution of Adults
Committed to Provincial Prisons in Alberta

The following information shows where each offender committed to a Provincial Prison was sentenced, and the institution nearest to where he was sentenced. This applies to a six-month period, January 2, 1968, to June 30, 1968.

All inmates committed to prison pass through the Institutions covered in the following listing. Those sent to Bowden Institution, Belmont Rehabilitation Centre, or the Camps are screened out of these primary institutions.

This information was supplied by the Correctional Institutions Superintendent.

Inmates Committed to Fort Saskatchewan Provincial Gaol

Where Sentenced	Number of Inmates	Nearest Gaol
Calgary	5	Calgary
Edmonton	851	Fort Saskatchewan
Athabasca	14	Fort Saskatchewan
Barrhead	2	Fort Saskatchewan
Bashaw	2	Fort Saskatchewan
Bonnyville	14	Fort Saskatchewan
Boyle	8	Fort Saskatchewan
Breton	2	Fort Saskatchewan

(continued)

(continued)

Where Sentenced	Number of Inmates	Nearest Gaol
Camrose	22	Fort Saskatchewan
Cold Lake	18	Fort Saskatchewan
Coronation	1	Fort Saskatchewan
Derwent	1	Fort Saskatchewan
Devon	2	Fort Saskatchewan
Drayton Valley	8	Fort Saskatchewan
Edson	34	Fort Saskatchewan
Elk Point	6	Fort Saskatchewan
Evansburg	1	Fort Saskatchewan
Faust	10	Fort Saskatchewan
Fort Chipewyan	1	Fort Saskatchewan
Fort McMurray	53	Fort Saskatchewan
Fort Saskatchewan	15	Fort Saskatchewan
Frog Lake	1	Fort Saskatchewan
Grand Centre	1	Fort Saskatchewan
Grande Prairie	10	Peace River
High Level	6	Peace River
High Prairie	15	Peace River
Hinton	6	Fort Saskatchewan
Holden	1	Fort Saskatchewan
Jasper	8	Fort Saskatchewan
Killam	4	Fort Saskatchewan
Lac La Biche	23	Fort Saskatchewan
Leduc	5	Fort Saskatchewan
Lloydminster	34	Fort Saskatchewan
Manning	3	Peace River
Mayerthorpe	12	Fort Saskatchewan
Peace River	11	Peace River
Ponoka	42	Fort Saskatchewan
Provost	1	Calgary
Redwater	7	Fort Saskatchewan
Rimby	1	Fort Saskatchewan
Slave Lake	13	Peace River
Smokey Lake	16	Fort Saskatchewan
St. Albert	14	Fort Saskatchewan
Stoney Plain	66	Fort Saskatchewan
St. Paul	94	Fort Saskatchewan
Thorsby	1	Fort Saskatchewan
Tofield	4	Fort Saskatchewan
Two Hills	5	Fort Saskatchewan
Valleyview	1	Peace River
Vegreville	10	Fort Saskatchewan
Vermilion	25	Fort Saskatchewan
Wainwright	10	Fort Saskatchewan

(continued)

(continued)

Where Sentenced	Number of Inmates	Nearest Gaol
Westlock	1	Fort Saskatchewan
Wetaskiwin	134	Fort Saskatchewan
Whitecourt	5	Fort Saskatchewan
Total	1,660	

Inmates Committed to Calgary Provincial Gaol

Where Sentenced	Number of inmates	Nearest Gaol
Calgary	2,590	Calgary
Drumheller	41	Calgary
Edmonton	3	Fort Saskatchewan
Lethbridge	4	Lethbridge
Medicine Hat	3	Lethbridge
Red Deer	52	Calgary
Bassano	7	Calgary
Brooks	21	Lethbridge
Banff	81	Calgary
Canmore	2	Calgary
Claresholm	1	Lethbridge
Coronation	4	Calgary
Cochrane	9	Calgary
Crossfield	7	Calgary
Didsbury	3	Calgary
Gleichen	97	Calgary
High River	39	Calgary
Hanna	13	Calgary
Innisfail	3	Calgary
Lacombe	8	Calgary
Olds	16	Calgary
Okotoks	26	Calgary
Oyen	6	Calgary
Rocky Mountain House	51	Calgary
Sundry	2	Calgary
Sylvan Lake	2	Calgary
Stettler	18	Calgary
Strathmore	23	Calgary
St. Paul	1	Fort Saskatchewan
Stony Plain	1	Fort Saskatchewan
Three Hills	3	Calgary
Turner Valley	12	Calgary
Vulcan	1	Lethbridge
Total	3,188	

Inmates Committed to Lethbridge Provincial Gaol

Where Sentenced	Number of Inmates	Nearest Gaol
Red Deer	2	Calgary
Calgary	173	Calgary
Medicine Hat	48	Lethbridge
Lethbridge	559	Lethbridge
Bow Island	3	Lethbridge
Brooks	1	Lethbridge
Blairmore	8	Lethbridge
Cardston	201	Lethbridge
Coaldale	6	Lethbridge
Claresholm	1	Lethbridge
Fort MacLeod	295	Lethbridge
High River	1	Lethbridge
Hanna	1	Calgary
Magrath	2	Lethbridge
Milk River	1	Lethbridge
Olds	1	Calgary
Okotoks	1	Calgary
Oyen	1	Calgary
Pincher Creek	100	Lethbridge
Picture Butte	12	Lethbridge
Raymond	2	Lethbridge
Stettler	2	Calgary
Taber	85	Lethbridge
Turner Valley	1	Calgary
Vulcan	5	Lethbridge
Total	1,522	

Inmates Committed to Peace River Provincial Gaol

Where Sentenced	Number of Inmates	Nearest Gaol
Edmonton	12	Fort Saskatchewan
Assumption	5	Peace River
Fairview	1	Peace River
Fort Vermilion	1	Peace River
Grande Prairie	43	Peace River
Grimshaw	2	Peace River
High Level	29	Peace River
High Prairie	31	Peace River

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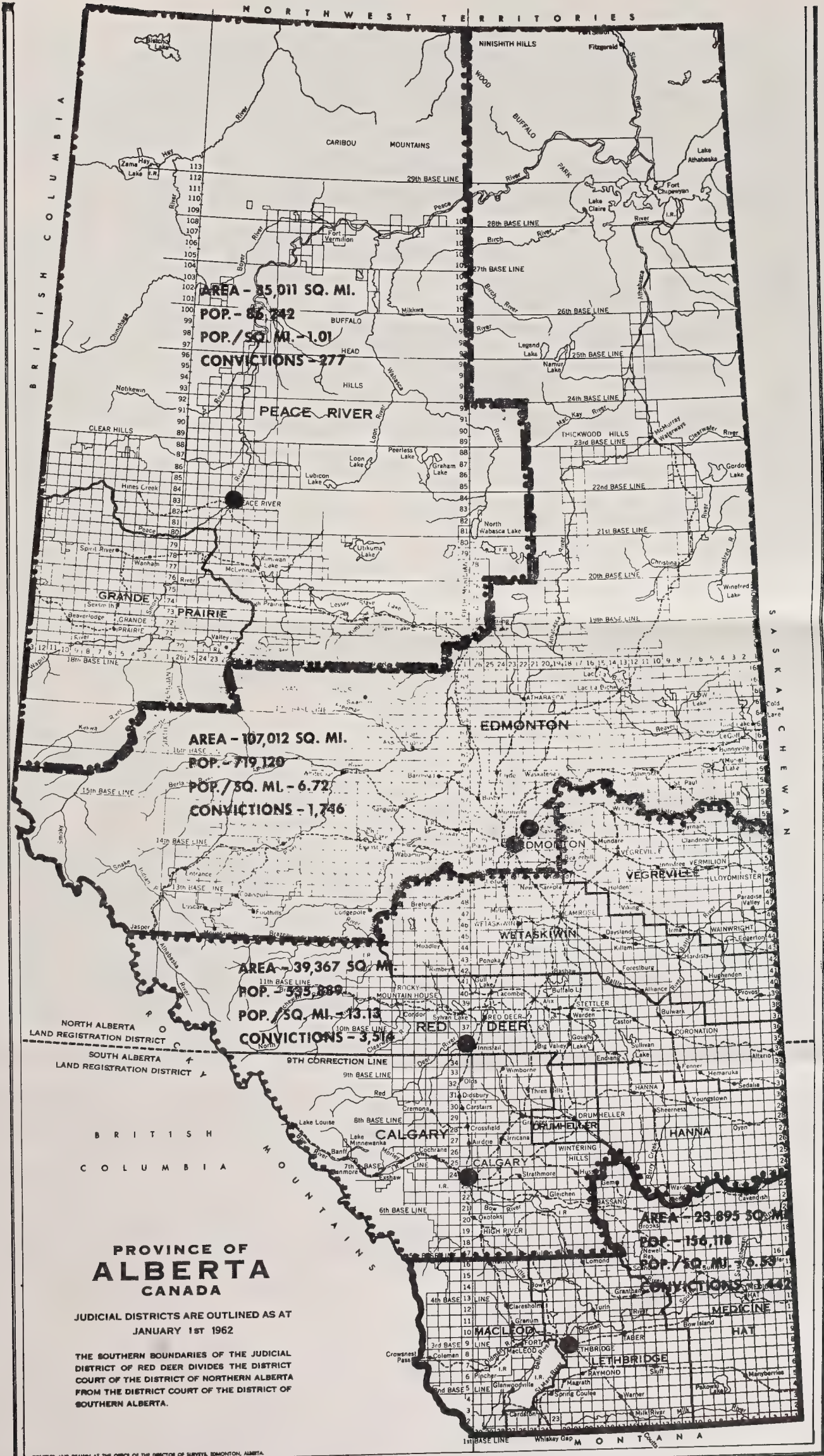
Where Sentenced	Number of Inmates	Nearest Gaol
Manning	33	Peace River
Peace River	38	Peace River
Spirit River	1	Peace River
Valleyview	23	Peace River
Total	<u>219</u>	

Female Inmates Committed to
Fort Saskatchewan Provincial Gaol

Where Sentenced	Number of Inmates	Nearest Gaol
Edmonton	87	Fort Saskatchewan
Lethbridge	40	Lethbridge
Lloydminster	3	Fort Saskatchewan
Medicine Hat	2	Lethbridge
Wetaskiwin	23	Fort Saskatchewan
Brooks	1	Calgary
Calgary	136	Calgary
Cardston	11	Lethbridge
Cold Lake	2	Fort Saskatchewan
Edson	3	Fort Saskatchewan
Faust	1	Fort Saskatchewan
Fort McLeod	26	Lethbridge
Fort McMurray	4	Fort Saskatchewan
Gleichen	12	Calgary
Grande Prairie	3	Peace River
High Prairie	2	Peace River
Jasper	1	Fort Saskatchewan
Lac La Biche	1	Fort Saskatchewan
Manning	1	Peace River
Magrath	1	Lethbridge
Milk River	1	Lethbridge
Okotoks	1	Calgary
Peace River	4	Peace River
Pincher Creek	12	Lethbridge
Ponoka	2	Fort Saskatchewan
Slave Lake	1	Peace River
Stony Plain	2	Fort Saskatchewan
St. Paul	3	Fort Saskatchewan
Wainwright	1	Fort Saskatchewan
Westlock	1	Fort Saskatchewan
Total	<u>387</u>	

Graphical Summary of the Geographical
Distribution of Adults Committed to
Provincial Prisons in Alberta

This map presents a graphical summary of the
material given in Appendix A. It was prepared
by the staff of the Department of Public Works.



Report, with Recommendations, Concerning
Educational Facilities Desirable for Proposed
Training Schools for Juveniles

The following material was prepared by the Director of Technical and Vocational Education, Department of Education, at the request of the the Director of the Penology Study. A similar report is being prepared dealing with the educational facilities required for the institutions for young adults.

The Problem: WHAT PHYSICAL FACILITIES WOULD BE SUITABLE FOR THE EDUCATIONAL AND TRAINING PROGRAM OF UP TO 80 STUDENTS, OF WHOM APPROXIMATELY 50 MAY BE MALE AND 30 FEMALE, WHO WHILE IN CUSTODY, MAY ATTEND A DAY SCHOOL PROGRAM?

The assumption is made that the majority of these persons have developed antisocial attitudes, with failure in the regular school system being a rather typical experience. This suggests that to set up a program closely patterned on that which is characteristic of the regular school system would not be desirable.

It is also assumed that the youth in this group will benefit from social, personal and intellectual development of an acceptable nature similar to that enjoyed by persons in the age group generally. It is proposed to use unusually strong emphasis upon practical experiences and activities for two major purposes: (a) for its own worth as pre-vocational or occupational preparation; (b) to give purpose and meaning to the studies usually considered of an academic

nature. To effectively achieve these purposes it is suggested that the students require a high measure of individual instruction as compared to the usual group type instruction offered in the regular school system. To facilitate this will require a student-teacher ratio of not more than one to sixteen. In other words, the eighty-student school will require a minimum of five competent instructors. (Likely, there will be two female and three male teachers.) In addition, a competent guidance and counselling service will be essential to ensure the necessary "individualization" of the educational process.

It is not proposed at this time to enter into a lengthy explanation of the desirable philosophy associated with this school. However, the foregoing hopefully has suggested that this proposal attempts to ensure a maximum of opportunity for individual students to enjoy successful experiences and secure therefrom the satisfactions which lead to the development of healthy and sustaining motivation which is, of course, essential to their educational development. It is also proposed to provide the potential for an unusually wide and broad program of practical experiences which will permit the design of a multiplicity of individual programs.

A further major consideration inherent in this proposal is related to the placement of students following their release from this school. It would seem logical to consider that some would enter directly into gainful employment, likely in a service type or semi-skilled level occupation, while others will enter into further training or education in some existing institution. This may involve their going into the regular school system at some suitable level, but it is suggested that such special-purpose secondary schools as the W. P. Wagner, operated by the Edmonton Public School Board, or the St. Joseph's Vocational School, operated by the Edmonton Separate School Board, may provide a most suitable service.

The Curriculum

Present information is that the length of period individual students might be in attendance at this school will vary from two months to perhaps over a year. The essence of this proposal is that a continuous eight-month program be provided. Those attending for lesser periods will, of course, secure but a portion of the program; those attending for a longer period will continue with more advanced work which is possible because of the individualized nature of the program. It is also envisaged

that the student body will be rotational in nature, in that students will enter or leave at any time during the year. In other words, the school does not commence in September and terminate in April or May. Rather, it operates continuously throughout the year.

The proposed curriculum is more readily identified with that which is now offered at the Junior High School level in Alberta than with any other. The Junior High School curriculum now comprises approximately eighty per cent of academic type studies, with about twenty per cent of practical experiences or activities. This proposal facilitates approximately doubling of the emphasis upon the practical. However, it should be appreciated that the practical will involve, in perhaps a disguised manner, a significant quantity of academic type studies.

The Facilities

It is proposed to provide the following types of facilities:

1. For "academic" studies provide a Mathematics Laboratory, a General Science Laboratory, and a Communications Laboratory. The last named will be designed for instruction in English, Reading, Social Studies,

etc. There is also a highly flexible area to be designated as a Resource Centre. In this, the students will work as individuals or as groups pursuing various studies or projects.

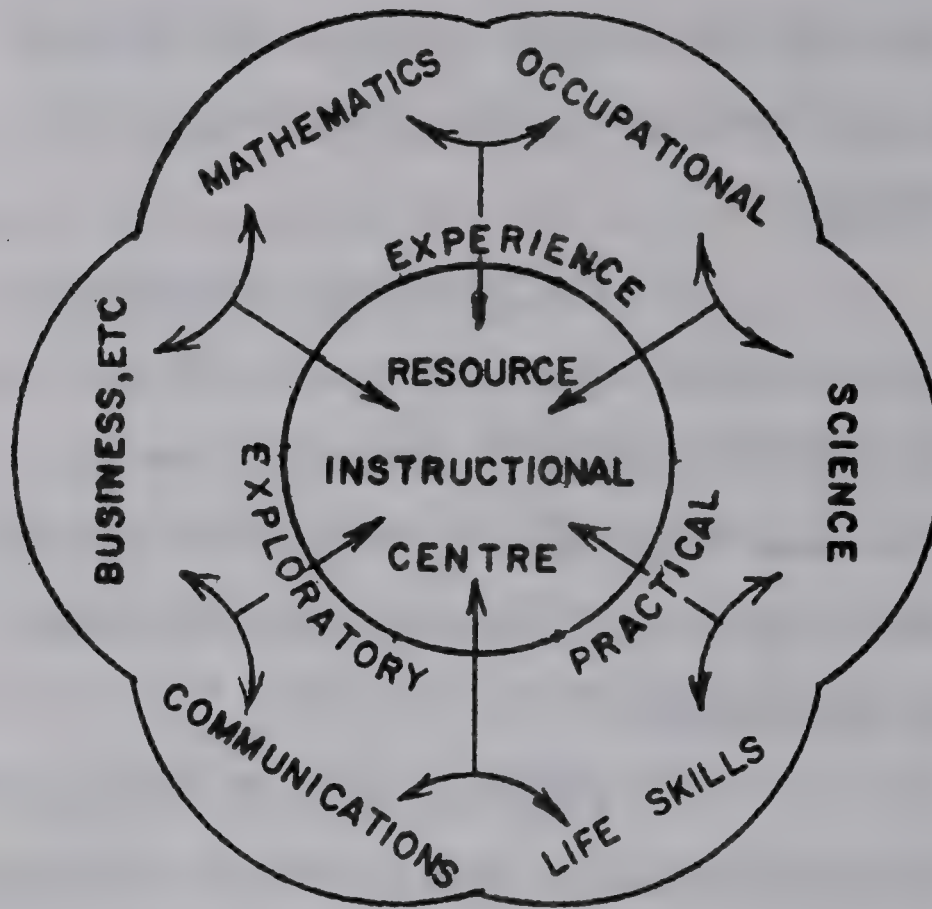
2. For "practical" experiences.

It is proposed to provide areas particularly designed to meet the instructional experiences and activities in Life Skills and Home Management, in Business and Distributive Education, and in the areas of Mechanics and Craft Work (Occupational Experiences).

3. Ancillary areas will include facilities for staff, students, custodial care, washrooms, corridors, entries, storage, etc.

Functional Relationships

The following diagram suggests the interrelationships of the theoretical and the practical studies. The core of the school is the Resource Centre, with other specific areas reinforcing and facilitating suitable development of the total program.



It will be noted that it is not proposed to separate male students from female students, nor is any area particularly designed for either male students or female students. It is expected that either sex will have access to all facilities. Possibly, this applies to the least extent in the Homemaking area, but it is considered that male students will in elective manner have access to experiences in camp cooking, for example, in this area. Certainly, it is expected that both sexes will either elect or be guided into any program.

Individualized Curriculum

It is expected that there will be competent guidance services in this school which will design realistic program selection for individual students, dependent upon their needs and interests. However, insofar as general education is involved, it will be expected that all students will at some time be scheduled into the Math, Science, and Communication Laboratories and the Resource area. Other activities will be of a highly diverse nature and will be selected by, or for, a student on the basis of individual needs. To illustrate this, in the occupational experiences area it is proposed that there will be facilities for a wide diversity of basic experiences inclusive of welding, automotives, leathercraft, forestry, pottery, art metal, wood carving, machine shop, building construction, etc. It is considered that to achieve this requires:

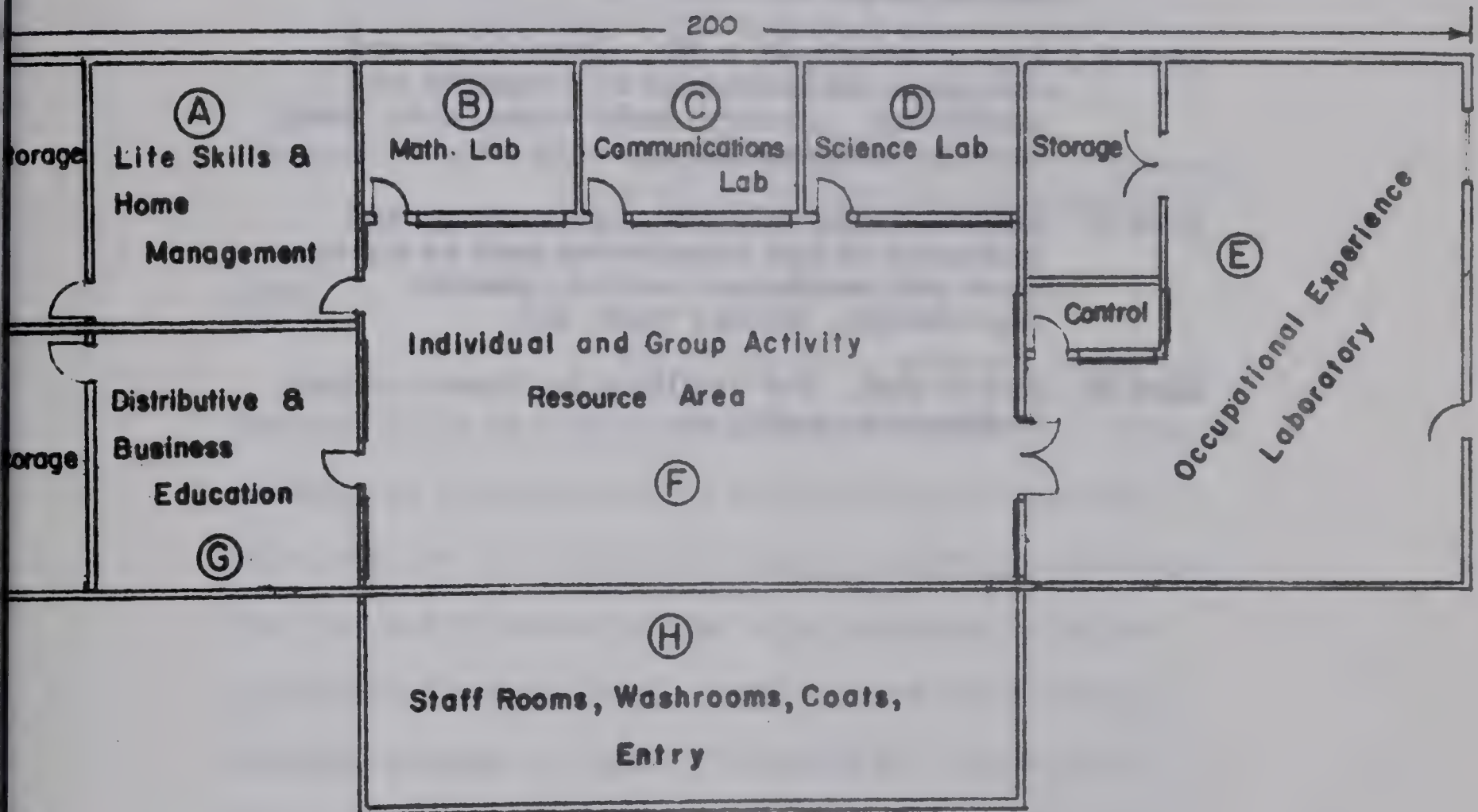
(a) highly competent staff and (b) unusually extensive storage space. With regard to the latter, it is proposed that facilities for many of these occupational type experiences will be non-permanent insofar as the shop instructional area is concerned. Rather, they will be placed into storage and brought out when needed.

A word should also be said about the need for qualified instruction. Because of the potentially

large variety of practical experiences to be provided, it may be considered unrealistic to secure suitable permanent staff. However, there would appear to be the possibility of bringing in qualified experts periodically. As long as these were offering instruction which was under the general supervision of a qualified teacher, this would be educationally acceptable.

A Proposed Floor Plan

The following sketch suggests the type of layout which would be suitable for the purposes indicated:



NOTE: Area A. Approximately 35' x 50'. Facilities for beauty culture, barbering, sewing, cooking, laundry, etc. Minimum ceiling height 9'.

Area B. Approximately 20' x 30'. Counters, tables, storage to suit use of educational aids, etc. Minimum ceiling height 9'.

Area C. Approximately 20' x 30'. Same as Area B above but with teaching aids for reading, social studies, etc. Minimum ceiling height 9'.

Area D. Approximately 20' x 30'. Same as Area B above but equipped for general sciences. Minimum ceiling height 9'.

- Area E.** Approximately 60' x 70'. Equipped and furnished for wide variety of basic occupational experiences. Majority of equipment portable for ready storage. Specific areas to be selected but the following suggested of possibilities: building maintenance, forestry, agriculture, building construction, automotives, crafts, metals, etc. Minimum ceiling height 12'.
- Area F.** Approximately 50' x 90'. Furnishings and equipment characterized by flexibility and portability. Library, audio-visual aids, study carrels, programmed learning, etc.
- Area G.** Approximately 35' x 50'. Furnishings and equipment to suit experiences such as typing, store and warehouse clerical, graphic reproduction, display work, etc.
- Area H.** Size to suit. For ancillary facilities - offices, washrooms, entry, etc.

Appendix DRecommendations Arising from the
Penal Institutions Manpower Study

The Personnel Administration Office undertook a survey of manpower in the Provincial Correctional Institutions at the request of the Director of the Penology Study. The following material was prepared by the Personnel Administration Office.

Recommendation 1) One official be appointed to co-ordinate the training and development function in the correction services.

Basis

One of the major problems facing the training field is a scarcity of resource personnel. Priority setting, on a broad basis, is required to gain the most effective use of resource personnel. Budgetary limitations are real and of necessity some priorities need to be set in financial expenditures. Certainly some correlation is required between standards of training and standards of selection. To guarantee carry-over of training into a work situation, one must guarantee job-related training.

To meet the above conditions, it is imperative that one official be vested with authority for the co-ordination and evaluation of training and development.

Recommendation 2) Academic upgrading of personnel below the Grade 10 level receives top priority.

Basis

Over one-half of the staff studied professed formal education above the Grade 10 level. By using Grade 10 as the minimum standard, it is possible to say with reasonable certainty that all staff should possess sufficient verbal skills to comprehend written and lecture materials, and to deal with assigned problems. Individual variations would be possible if experience and age indicated that an academic level of Grade 10 was unachievable in exceptional cases.

Since skill training is going to involve nearly one hundred per cent of the population it is more feasible, financially, to up-grade less than fifty per cent of the population to a given standard, than it is to keep modifying a skills training program to cover all combinations of academic age and experience backgrounds.

Skill training implies known or predictable changes in skills. This known or predictable change is impossible to identify without a known common entry level, particularly of verbal skills.

Skills training is a more expensive proposition than academic upgrading and therefore program

modifications are extremely expensive, and the result of varying program levels is difficult to evaluate or correlate.

One final point - academic upgrading is permanent and provides a basis for future training and development. Skills training programs tend to be transient, and changes in technology and methodology make skills training a continuous function.

Recommendation 3) Skill training peculiar to each institution be brought up to a common standard as second highest priority.

Basis

Wide variations exist in the level of competence that each employee does his job relative to the standard within an institution. Before attempting to pull these together to an inter-institutional standard employees should be provided the opportunity to demonstrate their ability when trained in a local situation. I believe the advantages of this are intuitively obvious. The trainee sees that there exists an excellent chance to succeed on a training program, and at the same time sees a line commitment to training at the local level. The training is being conducted in familiar physical surroundings with relatively familiar tasks. The training material is provided in small doses.. All the foregoing conditions are critical to the success of any training.

Recommendation 4) A cadre of line supervisors be trained as trainers to be used in an over-all corrections training program.

Basis

One of the major problems facing any training is the difficulty in the transfer of new skills, attitudes, and knowledges back into the work situation. If vestibule training is used, the school setting is artificial enough that an insulator is present. Since training is an inherent part of the supervisor's job, divorcing him from the training is hampering the effectiveness of the supervisor. The trainer should always be able to relate the material from class to the work situation. The trainee needs an opportunity to try out new skills, attitudes and knowledges immediately upon learning them. The evaluation of training effectiveness and efficiency can be done only on the job. The attitudes of colleagues to the trainee is critical for transference of learning back into the job situation. All of these musts are satisfied by using line supervisors as trainers. In addition the line supervisor gives a physical indication of line support for the training.

Recommendation 5) A broad corrections training program for all institutions be developed.

Basis

The continued expansion of the corrections services requires a broad base to provide staff to conduct the

programs. An analysis of the labour market in Alberta, based on data derived from the 1961 census indicates that adequately qualified candidates are not available in any number from the open market. Despite arguments to raise salaries and thus attract more qualified applicants one must take a more realistic view from long-term solution of the problem.

Experience and training are leading variables in raising salaries, rather than salaries being a leading variable in changing experience and training levels. This fact dictates the construction of on-the-job training programs to satisfy the required levels of qualified staff, both in quality and quantity. One benefit of a broad program is that the long-range possibilities in staff utilization and development are much greater than the possibilities when hiring directly from the labour market.

Recommendation 6) A system of performance standards be developed to cross the complete correction services program.

Basis

Performance standards are necessary to all phases of man management. These standards provide the yardstick for knowing when the job performance is satisfactory. They also provide the measures against which the training program results can be compared. These standards

can also be used in the employment process. Some of the current work in motivation research and theory indicates that the lack of clearly defined goals or standards, and the lack of performance feedback are two of the major contributors to worker disinterest in his job. If the standards are clearly defined and properly used, each employee will know what is expected from him.

Recommendation 7) A training advisory committee be appointed to assist in the construction of the training program, and to evaluate the results of the program on a continuing basis.

Basis

The advisory committee for a training program provides much more background expertise than is available in a one-man show. By including some line people, some staff members, and possibly some outsiders on the committee, everyone gains a better insight into what the objectives of the total corrections program are, and should be. It also provides built-in checks and balance on the program becoming too theoretical, or of the program becoming too narrow. It is also a fact that the more people that participate in planning a program, the more commitment there is to the final product.

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